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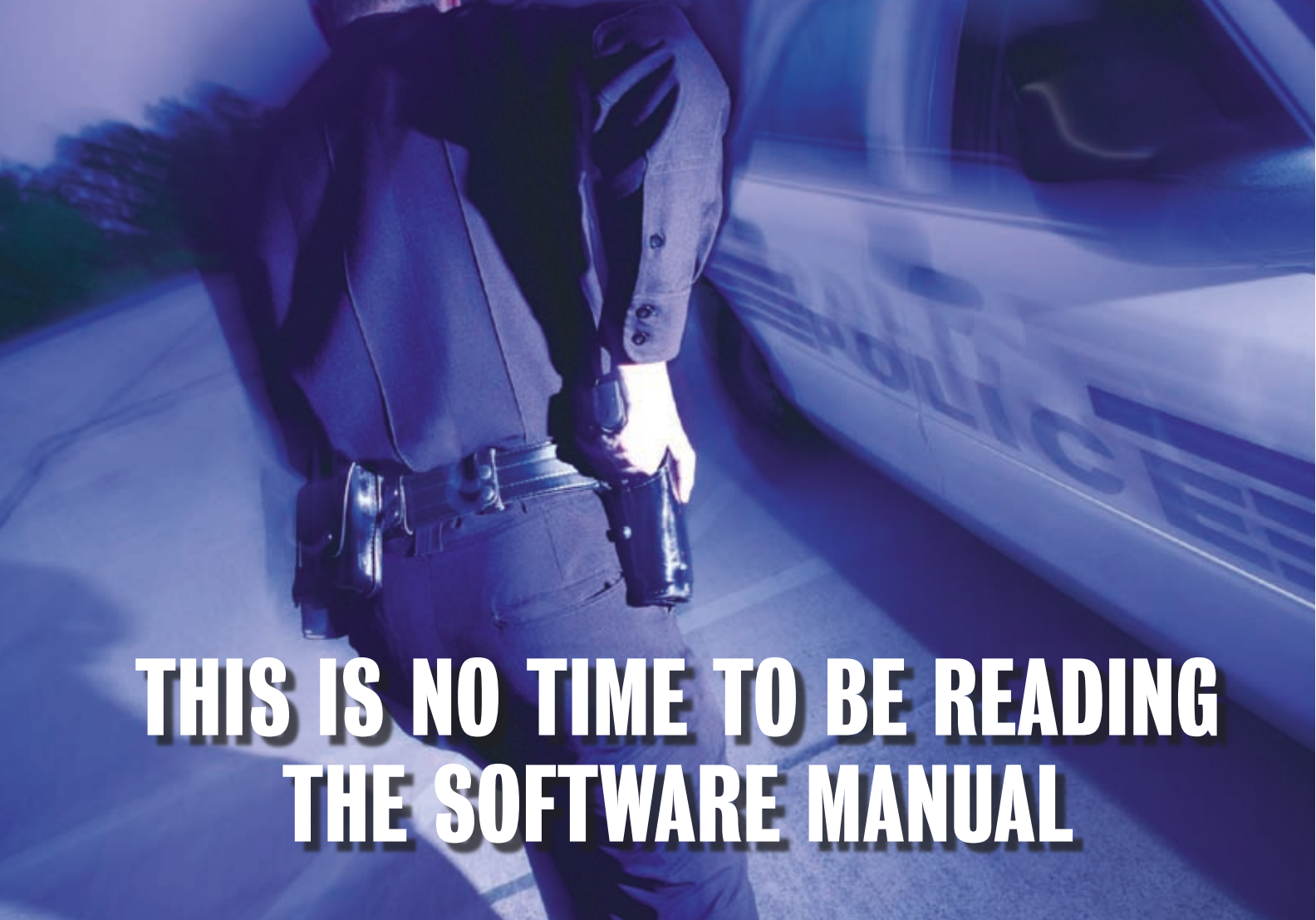
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This issue of the *Police Chief* addresses two important police technology topics: information sharing and geographical information systems (GIS).

The Police Chief

JUNE 2006
VOLUME LXXIII, NUMBER 6

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

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Graphic Design and Production
TGD Communications, Alexandria, Virginia

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<http://www.policechiefmagazine.org>

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The *Police Chief* (ISSN 0032-2571) is published monthly
by the International Association of Chiefs of Police, 515 N.
Washington St., 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 \$25 to
IACP members is included in annual membership dues of \$100;
subscription rate to nonmembers is \$25 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*, 515 N.
Washington St., Alexandria, VA 22314-2357, USA.

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unpublished and not simultaneously submitted to another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 purported to define
official IACP policy or imply IACP endorsement.*

Printed in the USA.



BPA business publication membership granted September 1991

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IACP International Program Validates Founders' Vision

In the 113 years since its founding, the International Association of Chiefs of Police has continually strived to fulfill the vision of its founders, who came together out of the realization that protecting their communities from crime and violence required that they work together, share information, and communicate with one another.

Remarkably, the vision set forth over a century ago remains relevant today. Many of the concerns that brought our predecessors together in 1893 still confront us in 2006. Yet, while much has remained the same, we as police chiefs in the 21st century find ourselves confronting individuals who perpetrated crimes and acts of horror that were unthinkable in the 19th century.

The accelerating and unprecedented challenges faced by 21st-century police executives are not exclusive to one nation or one region of the world. To be successful in fighting the global menace of crime and terror we must look beyond our borders and work in cooperation with our colleagues around the world.

It is for this reason that the IACP has never been more important and it is the IACP that we look to for the leadership, the guidance, and the forum to accomplish our latest mission and defeat this terrible foe. IACP is leading the way for law enforcement leaders around the world as we proactively seek out opportunities to integrate and coordinate our efforts—locally, nationally, and internationally—to create a truly united front in the fight against crime and terrorism.

It is because of the central role that IACP plays in fostering these critical relationships that I am so pleased with the continuing growth and strength of IACP's international program. Led by International Vice President Tom Driessen, the IACP Division of International Policing continues to grow, now representing IACP members in 103 countries worldwide.

IACP has recently appointed two world regional office chairs. General Saad Jassim Al-Khulaifi of the Qatar Police Force will

host the IACP World Regional Office for the Middle East and North Africa, and Commissioner Paul Farquharson of the Royal Bahamas Police will host the IACP World Regional Office for the Caribbean and Central America.

The establishment of the Middle East World Regional Office is especially significant because it means that the IACP now has a meaningful presence in all seven of the IACP's world regions. The office in Doha, Qatar, joins our offices in Toronto, Canada; Nassau, Bahamas; Brasilia, Brazil; Dublin, Ireland; New Delhi, India; and Durban, South Africa.

In addition, to maintaining its world regional offices, the IACP continues to provide police executives around the world with the opportunity to come together and learn from one another at various regional training conferences: Already this year, the IACP hosted the Second IACP Sub-Saharan Executive Policing Conference in Durban, South Africa, and the 23rd IACP European

Executive Policing Conference in Sofia, Bulgaria.

This month, the IACP South American Executive Public Safety Seminar will be held in Fortaleza, capital of the state of Ceara, Brazil. This event will build upon the success of the past five IACP regional conferences and provide a unique forum for the discussion of critical public safety issues by senior law enforcement officials in the region.

The IACP has also continued to raise its international profile by sending delegations to international policing conference such as the annual conference of the British Association of Chief Police Officers and the Association of Caribbean Commissioners of Police as well conducting visits with the Taiwanese National Police. Through exchanges of this nature, the IACP hopes to establish and foster cooperative relationships with other law enforcement associations and agencies throughout the world.

In fact, in order to promote these relationships IACP has restructured its international division to include chief executive officer representation from various national and transnational organizations such as the Association of Caribbean Commissioners of Police, the Southern African Regional Police Chief Council Organization, the European Network of Police Women, the Association of Chiefs of Police (United Kingdom), the French National Police Association, the Superintendents Association of Northern Ireland, and the Organization for Security and Cooperation in Europe.

The strength of the IACP's international program is a reflection of the leading role that the IACP has played, and must continue to play, in bringing the world's law enforcement agencies together as we strive to combat our common foes and protect our communities from harm.

The strength of the international program is also a validation of the vision and the wisdom of the IACP's founders who realized that only by working together locally, nationally, and internationally can we hope to prevail. ♦



*Chief Mary Ann Viverette
Gaithersburg, Maryland*



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House Passes Budget Resolution

*By Jennifer Boyter,
IACP Legislative Analyst*

On May 17, the U.S. House of Representatives finally adopted the \$2.8 trillion fiscal year 2007 budget resolution (H. Con. Res. 376). Conservative and moderate Republicans had been negotiating for weeks over new budget rules and domestic spending limits. The U.S. Senate passed its version of the budget resolution (S. Con. Res. 83) on March 15.

The budget resolution serves as a fiscal blueprint that sets broad goals and specific spending levels for the coming fiscal year. It does not fund the federal government, but guides the actions of appropriators who come up with the final funding levels each year. Budget resolutions outline multiyear spending and revenue goals and make deficit projections. The resolution does not require the president's signature.

When the resolution was considered by the House Budget Committee, lawmakers recommended that \$900 million in funding for the Byrne Justice Assistance Grant (JAG) program be restored. This funding level represents a \$484 million increase over current funding levels and a \$900 million increase over the Bush administration's proposed budget, which slated the program for elimination.

This funding level is similar to the Senate version of the budget resolution (S. Con. Res. 83), which was approved on March 15. During consideration on the Senate floor, Senators approved an amendment offered by Senator Mark Dayton (D-Minnesota) and Sen. Saxby Chambliss (R-Georgia) that would restore \$900 million in funding to the Byrne JAG Program. This amendment was strongly supported by the IACP.

Also approved was an amendment offered by Senator Susan Collins (R-Maine) and Senator Joseph Lieberman (D-Connecticut), who serve as chair and ranking member of the Homeland Security and Governmental Affairs Committee. It would provide an additional \$986 million in critical homeland security funding, including restoring funding to the Law Enforcement Terrorism Prevention Program (LETPP) to last year's level (\$400 million).

The president has proposed eliminating the program. It also would increase funding for the State Homeland Security Grant program (SHSG) to \$700 million, an increase of \$150 million over last's years funding.

It is important to note that these funding increases are nonbinding. The Senate and the House have now gone on record supporting the increased funding levels, but their support does not guarantee that appropriators will follow the recommendations. It is also unlikely that the House and Senate will seek to reconcile their competing versions. Instead, each body will use its version of the budget resolution to guide the annual appropriations process.

Senate Committee Concludes FEMA Should Be Abolished and Replaced

After a seven-month investigation, the Senate Homeland Security and Governmental Affairs Committee concluded that the Federal Emergency Management Agency (FEMA) should be abolished and replaced due to its poor response during Hurricane Katrina.

The committee recommends the creation of a new National Preparedness and Response Authority, housed in the Department of Homeland Security (DHS) but capable of reporting directly to the president during a crisis. The proposed structure would again combine emergency preparedness and response functions, which were separated by Homeland Security Secretary Michael Chertoff last year during a reorganization of the agency.

Senior members of the House Homeland Security Committee have introduced a bill (H.R. 5351) that would largely implement the Senate committee's recommendations. It would turn FEMA into a new Directorate of Emergency Management but keep it within DHS. The bill's sponsor, Representative Dave Reichert (R-Washington), said that while FEMA clearly needs improvement, removing it from DHS would just cause more problems. The Bush administration also supports keeping FEMA in DHS. The Homeland Security Committee approved the bill on May 17.

Some lawmakers believe that FEMA or any successor agency should be removed from the Department of Homeland Security.

House Transportation and Infrastructure Committee Chairman Don Young (R-Alaska) and House Government Reform Committee Chairman Tom Davis (R-Virginia) have introduced a bill (H.R. 5316) that would remove FEMA from the Department of Homeland Security and make it an independent Cabinet-level agency under the control of the White House. The bill is supported by the Transportation Committee's ranking member, James Oberstar (D-Minnesota), and other powerful lawmakers. The committee approved the bill on May 17.

House leaders have not yet expressed a preference for either bill, and indicated that neither is likely to come to the floor before the Memorial Day recess.

Senate Passes Sex Offender Legislation

On May 4, the Senate passed a bill (S. 1086) to strengthen federal registration requirements for convicted sex offenders, make failing to register a federal crime, and create a national sex offender registry.

The bill would create a mandatory minimum sentence of five years for failure to register or keep information current, with a maximum sentence of 20 years. It also would require sex offenders to register their whereabouts every month in person, rather than by mail as is currently allowed by many states.

It would also broaden registration requirements for convicted sex offenders to include juveniles convicted of sex crimes and those convicted of misdemeanor sex offenses against minors. The bill also would increase mandatory minimum sentences for people who commit violent and sexual crimes against children. Under the legislation, a convicted sex offender would receive 30 years to life for a crime that resulted in death, 20 years to life for a kidnapping, a maiming, or a crime that results in serious bodily injury, and 10 years to life for a crime involving a dangerous weapon.

The bill would also create a national sex offender database. It would require each state to maintain one sex offender registry Web site that, as much as possible, is integrated and shares information with the sites maintained by the other states. The sites would have to be maintained and promptly checked for errors. ♦

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Case Law Alert: U.S. Supreme Court Decides *Georgia v. Randolph*, Holds That Denial of Consent by One Resident Overrides Grant of Consent by Another

By Craig E. Ferrell Jr., Deputy Director and Administrative General Counsel, Houston Police Department

The U.S. Supreme Court's ruling in *Georgia v. Randolph* on March 22, 2006, changes the rules governing some consent searches of private premises. Because this decision is contrary to the way many law enforcement officers have been advised and trained, and because of the frequency with which *Randolph*-type fact patterns occur, it is critical that this new information be disseminated to all law enforcement officers immediately.

What Is Changed

When adult co-residents of a home are both present, and one denies consent to enter and search and the other purportedly grants consent, police may not enter or search based on the purported consent. The denial of consent by one overrules and overrides what would otherwise be a valid consent by the other.

The federal appeals courts that had previously dealt with this issue had held to the contrary, as had most state appeals courts. But the matter is now resolved by the U.S. Supreme Court in *Georgia v. Randolph*.

Facts of the Case

In *Randolph* the police were called to the residence of a couple having ongoing marital

problems. In this instance the wife was claiming the husband was wrongly taking their child away. When the police arrived, the wife also complained that the husband was using drugs. The husband arrived at the scene with the child and asserted that the wife was the one using drugs. The wife then stated that there were drugs in the house.

Officers at the scene asked the husband for consent to search the residence and he unequivocally refused. Officers then asked the wife for permission to enter and search and she readily consented. Officers proceeded into the home, where they found a straw with what appeared to be cocaine residue in it. Police seized the straw and, because the wife then withdrew her consent, applied for a search warrant in order to continue the search. Upon searching the house pursuant to the warrant, the police obtained more evidence of drug use, which led to an indictment of the husband for possession of cocaine.

Prior to his trial on the drug charges, the husband moved to suppress the drug evidence, arguing that his wife's consent was invalid because of his explicit denial of consent and that the evidence supporting the issuance of the warrant was therefore product of an illegal warrantless search. The Georgia trial court denied his motion but his appeals in the Georgia court system were successful. The state then asked for review by the U.S. Supreme Court, which accepted the case and also sided with the husband, affirming the Georgia Supreme Court's ruling that the wife's consent was

insufficient under the circumstances and that the resulting evidence therefore must be suppressed.

Implications of the Ruling

The logic of this case seems to suggest that if only one resident is present initially and an officer has gained lawful entry based on the consent of that resident, the officer would have to leave the premises if another resident arrived and ordered the officer to leave or otherwise revoked the earlier consent.

But if an officer already lawfully present in the premises based on consent had probable cause to arrest a newly arriving resident who was ordering the officer to leave, presumably the officer could arrest that resident and leave with him.

What Is Unchanged

First and foremost, this case deals only with situations involving a resident who is present and denying consent. If the only resident present at a home gives a valid consent, the validity of that consent is unchanged by the later insistence of another resident that he did not approve of the search and would have denied consent had he been present. Of course, future cases will have to decide whether, when denied consent by one resident, police can simply wait till that resident leaves the premises and then seek consent from another resident.

Unchanged is the fact that a resident may consent validly only to a search of areas which that resident uses exclusively

or uses in common with another resident. One resident cannot consent validly to a search of an area in which another resident has exclusive reasonable expectations of privacy. In other words, either resident may consent to a search of common areas as long as another resident is not present and denying consent.

This decision does not change in any way an officer's authority to enter a home without consent or a warrant if the officer reasonably believes that exigent circumstances require it, as might be the case in some matters of domestic violence, for example. Also, if an officer is already lawfully present inside private premises, the officer's authority to use the plain view doctrine of warrantless seizure is

unchanged. And if an officer has already made a lawful plain-view observation or otherwise lawfully gained information establishing probable cause to search, the officer may use such observations or information to apply for a search or arrest warrant even if the officer was expelled from the premises after his or her observations were made. Also, the rule in the *Randolph* case does not apply to a residence where there is a recognized hierarchy of privacy interests, as in the case of parents in relation to young children who are co-residents. Determinations of when a juvenile may assert adult-style privacy rights should be made as before *Randolph*.

Also unchanged, of course, is that an officer may not detain or arrest someone

simply because he or she refuses to consent or revokes an earlier granted consent. A refusal to consent generally cannot be considered as a factor in formulating reasonable suspicion or probable cause. The assertion of a constitutionally protected right, as here the right to refuse to consent, generally cannot be the basis for an arrest or, for that matter, an investigative detention.

Officers should seek advice from local prosecutors and other legal advisors regarding the *Randolph* ruling. ♦

The author acknowledges and thanks Sergeant Bradley Morefield, staff attorney for the Houston Police Department, for his assistance in the preparation of this article, and Randy Means, law enforcement legal advisor, for his editorial involvement.



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Tribal Law Enforcement Crime Data and Information Sharing

By Elaine Deck, Program Manager, Smaller Agency Technical Assistance Program, International Association of Chiefs of Police, Alexandria, Virginia

According to *American Indians and Crime*, 1992–2002, a 2005 report from the Bureau of Justice Statistics, American Indians experienced violence at a rate (101 violent crimes per 1,000 American Indians) more than twice the rate for the nation (41 per 1,000 persons). Crime rates, crime data reporting, and information sharing between tribal, state, and federal entities remains one of the most critical and complex topics facing law enforcement today. The role of technology in this discussion is the key to finding solutions to the complex issues that challenge law enforcement in the United States. Understanding the role of jurisdiction between partner agencies and the status of technology capacity in Indian Country was one of the expected outcomes of the training that was held in Albuquerque, New Mexico, April 3–5, 2006.

The training was the second in a series that began in 2004 to address tribal, state, and federal law enforcement crime reporting and information sharing. The first tribal crime data training, held in 2004, explored information sharing, crime mapping, and integrated justice systems. It also considered how crime data could benefit tribal programs for youth and promote effective justice systems in Indian Country. The recent 2006 training covered similar issues of critical importance to Indian Country and was provided through a unique partnership between the IACP Indian

Country Law Enforcement Section, the U.S. Department of Justice, the U.S. Department of the Interior, the Bureau of Indian Affairs Office of Law Enforcement Services, and the U.S. Department of Housing and Urban Development's Office of Native American Programs.

CAD and RMS Functional Standards Requirements

The Law Enforcement Information Technology Standards Council's (LEITSC) functional standard requirements for computer-aided dispatch and records management systems were highlighted in one of the several workshops being presented at the training. G. Matthew Snyder, IACP technology administrator, presented the workshop to acquaint participants with the LEITSC RMS standards, which is a need for Indian Country law enforcement. Visit www.leitsc.org for more information about LEITSC.

Other workshops include the following:

- Introduction to integrated justice
- Integrated justice policy, operations, and technical aspects
- Assessment, evaluation, and analysis
- Department of Justice use of crime data

Featured speakers include Patrick McCreary, associate deputy director for policy with the Bureau of Justice Assistance, who will address the topic of importance of interfacing the Global Justice Information Sharing Initiative (Global) with tribal systems. The IACP Indian Country Law Enforcement Section has worked with the Global initiative for several years on behalf of tribal law enforcement. At the 2005 annual IACP conference in Miami Beach, IACP membership passed a resolution that supports tribal law enforcement's efforts

to gain representation on the FBI's CJIS Advisory Policy Board so that tribal law enforcement-related gaps in understanding, technology infrastructure, and information sharing will be bridged.

Addressing the Digital Divide

The technology divide between Indian and non-Indian law enforcement is immense. It is sometimes described by tribal law enforcement as the "dial-tone divide," because most of the nearly 200 tribal law enforcement agencies in the country have only dial-up connection to access state and federal information systems, if they are allowed access at all. Most of the 561 federally recognized tribes in the United States do not have access to local, state, or federal information systems such as NCIC. Because more than 265 miles of U.S. border is part of tribal land, connecting tribal police to national and state databases that promote safety is essential to securing U.S. borders and protecting citizens on and around tribal lands. Without this connectivity, even Amber Alert systems are sadly ineffective.

Building Partnerships

Tribal law enforcement's challenges, including technology capacity, information sharing between jurisdictions, and the importance of involving tribal governments in any and all technology development planning, are critical concerns that must be addressed by tribes and the local, state, and federal law enforcement agencies with whom they work if crime in Indian country is to be adequately addressed. ♦

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Where do the good ideas come from?

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



Chicago Adds to Its Fleet of Segway Human Transporters

Segway Inc., developer of Segway Smart Motion technology and manufacturer of the Segway Human Transporter (HT), announces that Chicago has released a five-year, \$580,000 contract to purchase Segway HTs and associated accessories, replacement parts, and service. The contract was awarded to Segway Experience of Chicago LLC.

The Chicago contract will allow the city to acquire up to 100 additional Segway HTs for use by a number of city departments, including police, fire, airport operations, and emergency management. The city already owns more than 50 units that are used by officers to patrol O'Hare and Midway airports and the downtown and lakefront areas of the city. The Chicago Fire Department also uses Segway HTs to provide EMS response during events.

In late 2005 Segway introduced its i180 Police package, which includes a collection of accessories designed to appeal to patrol officers, including front and side cargo systems. Segway HTs are designed to be used indoors and out and to have a range of up to 24 miles on a single charge. They have a

top speed of 12.5 miles per hour.

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SmartDraw.com, a publisher of legal graphics software, announces that the U.S. Department of Justice has signed a licensing agreement for 25,000 seats of its SmartDraw Legal Solution.

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Cincinnati Police Purchase Smith & Wesson Pistols

Smith & Wesson Holding Corporation, parent company of Smith & Wesson Corp., announces that it has secured an order from the Cincinnati Police Department for 1,100 of the company's new M&P9 pistols. The M&P9 is the latest addition to the company's Military & Police (M&P) Series of advanced design polymer pistols, a product line specially engineered to meet the needs of global military and police personnel.

Officials at the Cincinnati Police Department indicated that the M&P pistol incorporates key features that are valuable to their officers. The department added that the M&P9 benefited from enhanced ergonomics and that the pistol's magazine safety disconnect was a primary factor in its decision. The M&P9 will replace the department's existing Smith & Wesson firearms.

Sergeant Randy Rengering, head firearms instructor for the Cincinnati Police Department, said, "The M&P9 is an excellent addition to our police department. From our administrative staff to the patrol officers, the response has been extremely positive. Throughout our rigorous testing and evaluation process, the pistol performed flawlessly.

"We are confident that the M&P9 will serve as a true asset for our officers. [The] first group of trained officers and SWAT team members will [soon] begin carrying the M&P9 as their primary duty weapon. During our transition training the officers' scores have increased, accuracy has improved, and time from holster to first-shot-delivery has decreased. We are extremely pleased with these results."

The M&P9 is available in a full-size model, with a compact model scheduled to follow. The full-size polymer pistol is chambered for 9mm ammunition and features a capacity of 17 rounds in the magazine plus one round in the chamber. In addition to the 9mm, the M&P Series is currently available in .40S&W. The next addition to the series, the M&P357, is scheduled for launch later in 2006.

Features of the M&P series include a Zytel polymer frame reinforced with a ridged stainless steel chassis and a hardened black melonite stainless steel barrel and slide for durability; a passive trigger safety to prevent the pistol from firing if dropped; and a sear lever release that eliminates the need to press the trigger in order to disassemble the firearm. A loaded chamber indicator is located on top of the slide, and an internal lock system is optional for military and law enforcement users. ♦

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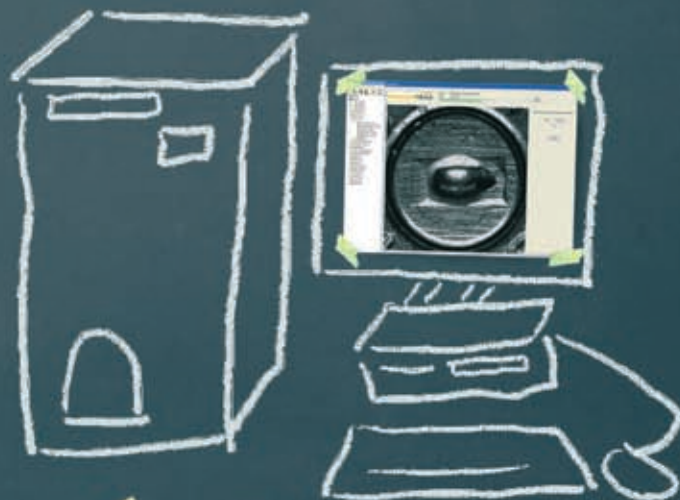
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Preparing Future

Succession Planning for Police Leadership

Leadership in public safety agencies is at a critical crossroads. In many communities, early retirement incentives have enticed experienced personnel to leave their departments in large numbers and many police leaders are approaching retirement age. The result is an upcoming shortage of police leaders. By the year 2020, most police officers in the United States will be those of the so-called millennial generation.¹ According to an article in *Police Chief* magazine by Chief Dwayne Orrick, police departments across the country are reporting increased rates of staff turnover with resulting difficulties in maintaining staffing levels.²

Law enforcement agencies should do more to develop their future leaders. Studies show that many public administration academics are, at best, ignoring the coming leadership crisis and, at worst, rejecting the idea that a crisis is imminent. Practitioners, on the other hand, are trying to gain sufficient training or grounding in leadership to deal with the relationship-based problems they face daily.

Impediments to Succession Planning

Departments may tend to focus on replacing those who leave, but the real dilemma is what can they do for the department before they leave? Police departments have a plan in place for hiring and training new officers, but most do not have an exit strategy for supervisors and managers who are leaving. Supervisors and managers are not easily replaced. Too often, the veteran employee simply puts in the appropriate papers and waits to leave, with little, if any, formal transition into retirement or other career choices.

The military and the private sector have adopted successor programs to ensure the health of the organization and to assist the leaving employee. But public administrators have not learned the lesson, according to Eric Henry: "Succession planning and leadership development are more than just lining up recruits for vacancies and most public sector managers haven't caught onto this yet."³ Can individual departments or the law enforcement community build programs for personnel who are either retiring, being promoted to other agencies, or transitioning to another career? As part of the succession program, a more critical path could be the development of their replacements as investigators, specialists, supervisors, or managers.

Leaders for Tomorrow

By Rick Michelson, Knowledge, Skills, and Abilities Ltd.,
San Diego, California

Unfortunately, few law enforcement administrators have developed succession plans. Some leave the responsibility for developing future police supervisors and managers to the jurisdiction's human resource department, whose role should include not only updating job descriptions, but also initiating career development programs, and maintaining career path offices designed to help employees in career development decisions. Experience has shown that it is in the best interests of the police department to be proactive and work with the human resources office to develop future leaders.

If the number of leaders leaving supervisory and management positions is as great an issue as it appears, then it is necessary to consider just how to assess whether the next generation is ready to lead. In 2003 a Human Resource Institute survey found that nearly three-quarters of the human resource professionals who responded saw leadership as an "extremely important management issue."⁴ Consequently, a method to validate the department's assessments of supervisory or management skills is necessary. According to the late Jack Hunter,⁵ the ratings of education and experience most favored by public-sector assessments have the least validity. This is a critical issue, as many agencies rely solely on an oral history, career evaluation, accomplishment survey, and the interview panel in promotion selection. Also, the cost of a bad hiring (or bad promotion) can be as high as 200 percent of a year's salary.⁶

Perhaps the focus should be more on developing critical skills and less on one's perceived potential. Researcher Mary Young looked at what "public agencies are doing to attract the right kind of leadership for the new generation."⁷ She found that there is a need for a process that would allow for a full assessment of potential supervisors and managers' knowledge, skills, and abilities for development purposes. Public safety agencies should regularly conduct supervisory or managerial needs assessments and then develop the necessary skills- or competencies-based experiential set of scenarios, assignments, rotations, mentoring and coaching opportunities, and evaluations not only to provide the candidates with this experience but also to enable the agency to gain the benefit from this experience and information.

Succession planning does not require extensive budget, equipment, staffing, or resources.

It does require a change of thinking.

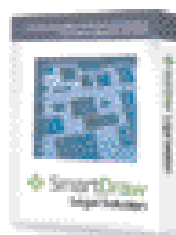
Managing Change

In managing change, this is always the conundrum: to effect change, one must see the need for the change, plan for the change, implement the change, and then evaluate the success or failure of the change. Because succession planning is not necessarily part of an assigned role or task in a police department's human resource function, it tends to get overlooked. It is not assigned, budgeted, organized, planned, scheduled, or evaluated.

Succession planning for the most part is essentially ignored, although it could go a long way toward both identifying key leadership potential in the organization and helping the department now. As Jim Collins writes in *Good to Great*, the goal is to put the right people on the bus, get the wrong people off the bus, and the right people in the right seats. How is this related to change? Because if a department doesn't have solid leadership, with the knowledge, skills, and abilities to plan, organize, and direct others, the department is less likely to recognize the need for change and carry it out.

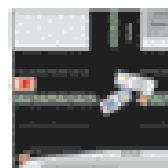
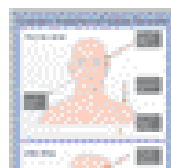


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The Impact of Early Retirement

In the early 1990s state, county, and city budgets were typically at a surplus. Through various processes and frequently with police union cooperation, early retirement incentives were offered to long-term employees. Some agencies adopted what is known as the 3-percent-at-50 program. This retirement incentive program allows any employee over the age of 50 to collect an annual retirement salary that represents 3 percent of their salary for each year they have been employed by the department. An employee with 25 years of service, for instance, would receive a retirement salary of 75 percent (3 percent times 25) of their existing salary. For many, this is an offer too good to pass up, given the option to begin a second career.

To counterbalance the senior leadership exodus created by 3-percent-at-50 programs, some departments, such as the San Diego Police Department, created deferred retirement option plan, or Drop, programs. Drop programs allow city executives to collect both their regular pay and retirement pay during the last five years of their employment (essentially allowing employees to double-dip) for continuing to work in the city after retirement eligibility. Unfortunately, financial analysts miscalculated the impact of this expense. For example, the city of San Diego's pension liability is projected

to consume 21 percent of the city's general fund by fiscal year 2011.⁸

In a few short years the financial posture of state and local governments changed. State and local government watched as the surplus revenues of early 1990s deceased quickly in the 2000s. Today, many state and local governments have been and are still facing lean fiscal years. Many state and local agencies are already in a budget crisis partly because of the decreasing support from federal grant programs and the diversion of this funding to homeland security activities. For example, the proposed federal budget for the 2007 fiscal year cuts more than \$1.1 billion from core local law enforcement assistance program. The federal government slashes funding for state and local law enforcement programs even as it demands that the state and local agencies assume a larger, unfunded role in homeland security. As it stands now, the proposed 2007 federal budget bring the funding to local departments to a 10-year low. Thus, local agencies are not receiving the financial support they have come to expect. Unrelated to retirement funding issues, just finding the resources to recruit, train, and retain qualified leadership candidates is a greater challenge than ever. Even in face of these challenges, succession planning is a necessary to maintain a high level of police service in the communities.

As a result of early retirement program incentives, many agencies are replacing veteran leaders with younger candidates who have not had the length of service in the field and have little experience in leadership positions. Consequently, the need arises for more concentrated efforts to identify leadership traits, to create a career development path, and to prepare those replacements as supervisors.

For agencies, the cycle of bringing people into the organization, preparing them for the job, and then keeping them in the organization, is divided into three areas: recruitment, training, and retention. Each of these areas could have a significant impact on the other, particularly with leadership training and how it relates to promotions or employee development.

Developing Leaders

Many agencies continue to rely on a traditional written test followed by an interview with an oral review panel to determine leaders for the department. This process often includes little, if any, evaluation of the candidate's preparation or orientation toward leadership.

Promotional tests revolve around policies and procedures, laws, and protocols and not supervisory or managerial skills they'll need in the actual job they will be doing. For example, considering that a supervisor or

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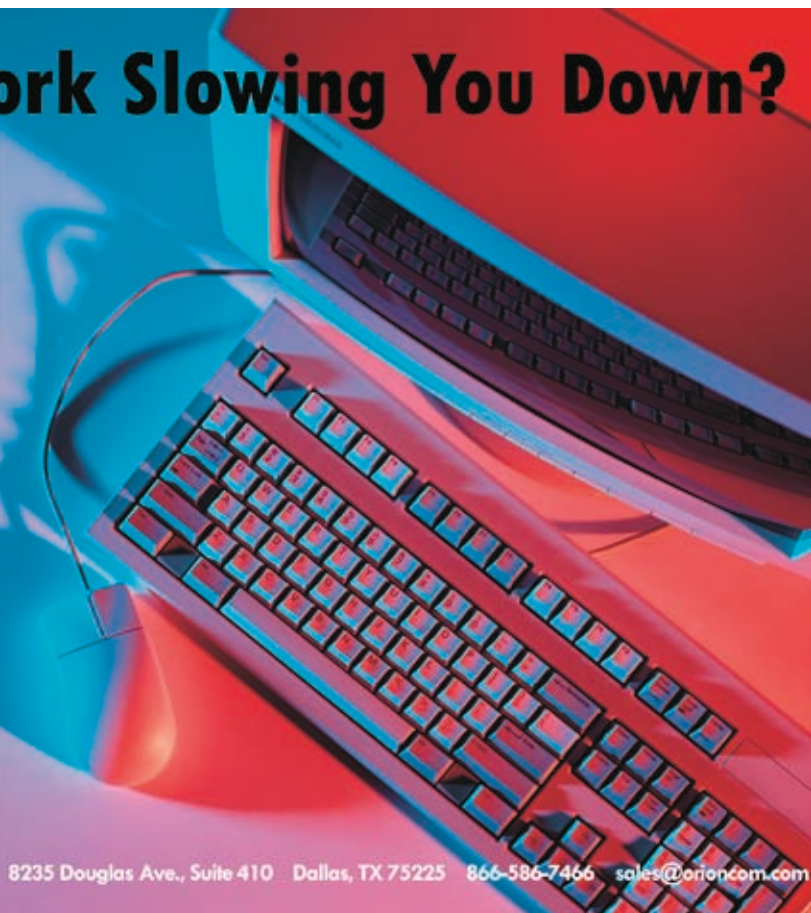
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manager will meet with their units at least once a week if not once a day, many agencies provide no training or testing in meeting management. Most supervisors or managers will obviously have a daily routine with their in-basket, yet there is no training or testing by some agencies on how to communicate effectively in writing, delegate tasks, or manage projects using this technique. Many supervisors will have to counsel, discipline, or coach subordinates, but again, many agencies have no training or testing in this area, though employee development is a critical component of a supervisor's role. Instead, the traditional testing process is largely defined by who passes a written test, largely of things that they should already know as an officer, and then a subjective interview. In the interviews, we hear what we want to hear while candidates list their personal attributes.

In some states, new supervisors and managers must attend supervisor training after they have been promoted and within a year or so of being appointed. Although the training is essential, it has little relationship to the initial selection process to ensure the identification of the appropriate supervisor or manager.

The challenge for police agencies is to consider how best to develop their own replacements, using the basic knowledge,

skills, and abilities that have already identified as desired traits for a prospective supervisor or manager.

Assessment centers have long proven their worth in their ability to predict long-term success in leadership and other positions. Assessment centers are extremely useful in identifying key leadership skills, but combining a leadership development process, including the use of 360-degree evaluations, a recommended study course on leadership issues, and psychometric instruments, can give both the candidate and the organization a more accurate picture of just what it is the candidate can or cannot do and where his or her strengths and weaknesses rest.

The Competition

In the midst of recruitment and retention efforts, some departments are facing cutbacks due to the municipal or county financial woes and are losing experienced officers based solely on dollars and cents. That is true in San Diego, according to officials there. "We have to fix this problem," San Diego's police chief, William Lansdowne, told the *San Diego Union-Tribune* last year. "We can't continue to lose the most valuable members of our police department. Money is a big deal. It is what is driving some officers to leave the San Diego Police Department as a

See Also

"Succession Planning:
Mentoring Your Replacement"

"Leadership Tactic:
Personal Strategic Planning
for Professional Development"

From the *Police Chief* magazine,
January 2006

On the Web at www.policchiefmagazine.org,
in the archives

result of taking pay cuts to offset the pension deficit."⁹ The salary and benefit rollbacks spurred 15 officers to leave as of October 2005. Eighteen left in 2004. By comparison, only eight officers left five years ago, when the city's financial future was brighter.¹⁰ As a leadership issue, the retention of personnel is and will continue to be a primary concern.

Leaders in one California city realized they were facing a potential leadership vacuum when they discovered that 11 of 15 department heads would become eligible to retire in the next five years. The city recognized the impending loss of these key leaders and considered these two questions: "Did the city have qualified people ready to fill key positions now and grow the organization in the next three to five years?"

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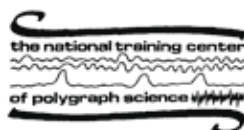
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THE POLICE CHIEF/JUNE 2006 19

Will there be a sufficient number of qualified candidates ready to fill key positions in five to 10 years?"¹¹

The answers to these two questions led to the creation of a program to identify, develop, and support the city's future leaders. Through interviews with the city's department heads, the following eight dimensions¹² were identified as crucial to the success of future city leaders:

- Communication
- Decision making
- Interpersonal effectiveness
- Leadership style
- Administrative effectiveness

- Flexibility
- Planning and organization
- Developmental orientation

These are essentially typical dimensions or behaviors for any supervisor or manager and could be applied to a wide variety of public safety positions.

Making a Succession Plan

Any succession plan needs to consider the agency's personality, culture, history, politics, union issues, resources, budget, and community concerns. Succession planning is a long-term investment in the agency's future, not a short-term fix. Systemic and

inherent problems aside, departments must be willing to try, to change, to imagine the benefits of developing internal candidates for their leadership positions. Working collaboratively with the human resources department, union leaders, city and county officials, and members of the community, a department will soon recognize that there is a high degree of success in such a proposal. Succession planning does not require extensive funding, equipment, staffing, or resources. It does require a change of thinking. To paraphrase a mantra from community-oriented policing and problem-solving policing, it requires a philosophical and attitudinal paradigm shift in organizational thinking.

Any succession planning program should stress the skills required of the leadership position, the challenges the leader faces, and the transferable skills that any candidate for the position is already using in the candidate's present assignment. The department's role is to offer candidates the opportunities, the choices, and the challenges to succeed. In the end, it is all about skills, personality, and relationships.

The department could provide skill development opportunities to potential candidates by having them carry out a few tasks:

- Plan an event
- Write a training bulletin
- Review and make recommendations to improve or update department policies or procedures
- Conduct training
- Conduct research
- Write a proposal
- Write a newsletter article
- Write a grant
- Manage a committee, write a report on the committee's actions and recommendations, evaluate the committee's success, and make a presentation on the committee's findings
- Assess equipment and supplies, research replacement costs and options, and recommend replacing or updating them
- Counsel peers
- Become mentor to younger officers
- Become a mentor to high school and college students
- Make a presentation to a local community group
- Conduct a program evaluation with recommendations
- Recommend a peer or other for a commendation
- Write contingency plans
- Write after-action plans
- Work on unit effectiveness report, to include use of statistical analysis
- Review the department's and the jurisdiction's master plans
- Review staffing and budget requirements for the current and upcoming fiscal year



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- Determine how staffing and budget will affect the role of sergeants and lieutenants

These and many other activities are functions required of managers in any police department. By involving the younger officers now, veteran managers can teach the necessary administrative and management skills beyond police work.

Transferable Skills

As a field training officer, tactical officer, K-9 officer, traffic investigator, or criminal investigator, many of the same skills one uses every day are directly connected to the new role of a sergeant. Some agencies use rotational experiences or at least a brief assignment with a variety of unit supervisors so they can see what's expected of them in the future.

Take the initiative and use transferable skills part of succession planning. Highlight these transferable skills and use them to build confidence and competence. Review the job descriptions with officers and help the officers to develop those skills where they have not had much experience.

The use of performance appraisals or evaluations, when done properly, is actually one of the best tools for succession planning. Give employee benchmarks and attainable goals to achieve to encourage growth and development.

The Officer's Responsibilities

The focus of this article has been on what the department can provide in succession planning but it does not overlook the responsibility of the individual to prepare themselves for future leadership role. Individual preparation for leadership requires the following:

- Undertaking a formal academic course of study
- Taking a team leadership role in departmental activities
- Participating and leading in civic opportunities, such as parent-teacher associations and civic clubs
- Networking with peers
- Engaging in intellectual discussion groups
- Attending voluntary conferences and training sessions
- Reading the professional literature
- Studying national and local reports and analyzing the report results
- Using the Web as a resource
- Serving as a guest lecturer in a college class or accepting other speaking engagements
- Engaging in research and reporting the findings

In addition to developing these skills and knowledge, it is also important to document the major accomplishments. Any serious future leader would develop and maintain a detailed curriculum vitae.

Making it Happen

The challenge for police leaders is to consider how best to develop their own replacements, using the basic knowledge, skills, and abilities that have already been identified as desired traits for a prospective supervisor or manager. The challenge for future police leaders is developing their own personal strategic plan for professional development. The department and the individual should ensure that the activities satisfy the identified eight dimensions needed for leadership. The question really may be, what is it that is preventing the agency from developing a leadership

development program now? If you really want to know, ask your officers, sergeants, lieutenants, or captains. ♦

¹See James P. Henchey, "Ready or Not, Here They Come: The Millennial Generation Enters the Workforce," *The Police Chief* 72 (September 2005): 108-118.

²Dwayne Orrick, "Police Turnover," *The Police Chief* 72 (September 2005): 36-40.

³Cited by Liz Weber in "Leadership Development and Succession Planning: They're Not Just HR's Responsibility," *International Public Management Association for Human Resources Newsletter* (January 2006): 1.

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⁴M. Gowing, "How Do You Know They Can Lead?" *International Public Management Association for Human Resources Newsletter* (January 2006): 11.

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Circle no. 4 on Reader Response Card

Colorado Sheriffs Develop DNA Training

By George Epp, Sheriff (Retired),
Boulder County, Colorado, and Ex-
ecutive Director, County Sheriffs of
Colorado, Littleton, Colorado, and Brian
Webster, Senior Vice President of Busi-
ness Development, Knowledge Factor
Inc., Denver, Colorado

Late last year, a brutal Colorado murder case was solved when DNA evidence from the crime scene was found to match an inmate in an Arizona prison. The crime had occurred 27 years earlier; a young girl had been raped and repeatedly stabbed. The murderer had cut himself during the attack and left a trail of blood as he fled. The inmate was known to the victim but had not been a suspect in the case initially. When he was committed to prison in Arizona a sample of his DNA was taken and entered into a database. A routine check of databases by personnel at the Colorado Bureau of Investigation (CBI) laboratory resulted in the match. The family of the victim, officers who had worked on the case, and members of the community were relieved that the truth was finally known and the murderer had been identified.

Cases like this one grab headlines across the country. Solution of terrible crimes from cold case files gives law enforcement a tremendous boost. DNA technology has the promise not only to solve high profile cases but also to significantly improve the solution of the day-to-day cases that make up the bulk of the workload of every local law enforcement agency.

With few exceptions, most of Colorado's more than 300 police departments and sheriff's offices rely on the CBI laboratory to process evidence. In the past, because of scarce funding, the lab was forced to prioritize cases. Violent felony crimes got immediate attention, but evidence submitted in less serious crimes often languished. Recently CBI received funding to equip the DNA

lab with robotic equipment. The equipment greatly increased the lab's ability to process offender samples and freed up laboratory staff to spend more time on the process of analyzing DNA evidence from crime scenes. In addition, changes in state law supported by police chiefs, sheriffs, and district attorneys have resulted in significant growth in Colorado's DNA offender database.

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Circle no. 51 on Reader Response Card

The local patrol officer or investigator is always the first on the scene of a crime and often the only officer assigned to a case. But few officers know enough about DNA and DNA evidence collection, preservation, and submission procedures and techniques to take advantage of Colorado Bureau of Investigation's new processing capability. The solution: an Internet-based training program on the use of DNA evidence.

There are more than 250 municipal police departments and 62 sheriff's offices in Colorado. These agencies are responsible for criminal law enforcement in their jurisdictions. Outside the Denver metro area, specialized crime scene investigators are a rarity. The CBI has a few field agents available to assist chiefs and sheriffs on major crimes, but the local patrol officer or investigator is always the first on the scene of a crime and often the only officer assigned to a case.

County Sheriffs of Colorado (www.csoc.org), in cooperation with Knowledge Factor Inc. (www.knowledgefactor.com), a Colorado-based company that specializes in online training and learning, and the Colorado Bureau of Investigation, has developed an Internet-based training program on the use of DNA evidence that makes significant breakthroughs in reducing costs and improving learning efficiency.

The Training Need

Only a few officers had enough knowledge of DNA and DNA evidence collection, preservation, and submission procedures and techniques to take advantage of CBI's new processing capability. Another problem, common to many agencies, is that the lack of knowledge results in a shotgun approach. Crime scene investigators who are not knowledgeable about DNA evidence often collect every bit of potential evidence and submit all of it to the lab, without supplying the lab with sufficient information to identify the evidence that is the likeliest to provide the identity of suspects. This results in confusion and wasted time for the lab.

The science of DNA and the techniques needed to properly identify, collect, process, and submit evidence to the lab have not been taught in most basic training academies. Expertise in DNA evidence has been passed on from officer to officer, but no formal curriculum was developed. Little training in evidence collection and processing has been available, and when available, the cost of tuition and the time away from regular duties often prohibit attendance.

Although it would be impossible to assign CBI's forensic experts to become full-time trainers in order to train the state's 14,000 peace officers, CBI Director Bob Cantwell saw that an investment in time by his labora-

tory staff to develop curriculum would pay dividends. Cantwell knew that investigators', patrol officers', and crime scene technicians' lack of knowledge of DNA evidence often resulted in frustration and wasted time for laboratory staff. Worse, lack of knowledge resulted in untold cases where evidence was not collected and crimes went unsolved. CBI agreed to assign forensic scientists to work with County Sheriffs of Colorado to develop a DNA training curriculum.

County Sheriffs of Colorado (CSOC) works with the Colorado Association of Chiefs of Police, the Colorado Regional Community Policing Institute, and the Colorado Peace Officer Standards and Training Board to provide continuing law enforcement education. These groups know that they have insufficient resources to meet the training demand and they work together to minimize wasteful competition and maximize the use of available resources. An informal agreement assigns each group a training niche. DNA training fit the CSOC niche.

The Cost of Time and Place

Law enforcement executives struggle, particularly in rural areas, to send officers to specialized training. If the DNA training were presented in a traditional format, it would be a two-hour classroom presentation. Sessions would be held in a central location, or possibly moved around the state to a few population centers. Chiefs and sheriffs would bear the cost of not only tuition but also transportation, meals, per diem, and in some cases overnight lodging. What might start out as a class costing \$75 per student quickly becomes a \$500 when all the costs are counted.

Internet-based training can cut some of these costs. All an officer needs to take an Internet class is a computer, an Internet connection, and some otherwise unoccupied time. Internet access has grown quickly in Colorado. High-speed access is available in even the most remote communities.

Partnership

CSOC, CBI, and Knowledge Factor came together to create a program known as Using DNA as Evidence. It is based on a training methodology that has gained national acclaim for its success in other public safety and health care venues where competence

is critical. The process, called Confidence-Based Learning (CBL), is designed to ensure that learners achieve 100 percent mastery of the subject matter in which they are trained. Officers cannot pass the course by guessing correct answers or even by harboring doubt about correct procedures.

CBL was attractive to the County Sheriffs of Colorado for several reasons:

- Training is more efficient and effective if an individual training program is developed for each student based on a pretest.
- The pretest identifies what each student knows with confidence, what they do not know, and what they think they know but are mistaken about.
- Students train at their own speeds and may log off and return as many times as needed to master the material.
- Because employers, especially law enforcement agencies, are held legally responsible to train their employees, the CBL system provides employers with a record that shows the employee's progress and mastery of the training material.

Existing training systems are adept at giving information to students. Where they fail is in knowing what the officers and investigators actually leave the training exercise really knowing—that is, what they know confidently and what they merely heard and will soon forget. And all traditional training and assessment methodologies suffer from a universal shortcoming: the possibility that someone can guess the correct answers and skate through the exercise without being fully knowledgeable of the information being taught.

For example, two people can get the same score on a certification; let us say it is 85 percent. One may understand 85 percent of the content that was evaluated, while the other guessed on half of the questions. Employers usually accept these two people as the same and therefore they are given the same responsibilities. But their performance on the job will likely be vastly different. One employee may be qualified, but the other is a risk. Assessments that cannot distinguish between guesswork and honest answers are incapable of accurately measuring what a person truly knows, let alone identifying knowledge gaps that must be remediated.

Other problems can arise with a student who scores an 85 percent. What if the 15 percent that they do not know, or wrongly believe, are questions that are faced on the job the next day? To address this issue, the CSOC-Knowledge Factor training requires that each student obtain 100 percent mastery on 100 percent of the material to receive certification.

What differentiates CBL from other training processes is its ability to identify the following in learners:

- Mastery: correct and confident knowledge

- Doubt: correct knowledge that is believed without full confidence
- Guesswork: lucky guessing that is not accompanied by competence
- Ignorance: no knowledge

The pretest and identification of knowledge already confidently held is significant for increasing the efficiency of training programs. What law enforcement officer has not sat through hours of training that he or she already knew well, waiting and waiting for some nugget of new information? The Confidence-Based Assessment identifies the material a learner has already mastered and focuses the learning program first on material that the student wrongly believes and then addresses areas where the student does not have sufficient knowledge or harbors doubt. Retention is increased when students make mistakes and then immediately receive correct information.

Research also shows that the best predictor of a person's performance is not knowledge alone but knowledge and confidence. Confident people act on their knowledge. Less confident people do not. If we cannot measure confidence, we have no way of knowing the competence of officers. Worse still, we have no way of knowing when a person might have a high degree of confidence in wrong information.

The solution to this dilemma lies somewhere in the type of training that is delivered, because if the training is properly delivered and the results properly monitored the possibility of risk diminishes and the probability of success increases.

Using DNA as Evidence

CSOC's online training program, Using DNA as Evidence, consists of two modules. The first covers the basic science of DNA and its use as evidence. The second module is on the nuts and bolts of identifying evidence, collecting and preserving evidence, and submitting evidence to the lab. Patrol officers, investigators, evidence technicians, and prosecutors make up the intended audience. Although designed for Colorado officers, the training applies across jurisdictions.

The Knowledge Factor training approach is designed to offer chiefs and sheriffs a new opportunity to provide the public with officers who are better trained. It also provides an opportunity for the law enforcement executive to demonstrate clearly that an employee was trained and mastered the material. In the unfortunate but all too frequent circumstances where an employer must defend against a lawsuit alleging negligent training, this system can help prove that adequate training was provided.

For more information on this training program or on CBL, go to www.csoc.org or www.knowledgefactor.com. ♦

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Information Technology Standards: Why They Are Important to Public Safety

New technology standards are being developed that will dramatically improve the way information is shared across the public safety spectrum. The importance of these efforts cannot be overstated. To illustrate the importance of sharing information in public safety, consider the following scenario: A tanker truck carrying hazardous materials overturns on a bridge that spans a river between two jurisdictions. The truck's container ruptures and the contents begin leaking into the river below. Vapors from the container create a plume of potentially toxic particles that slowly spread downwind toward nearby businesses and residences. The contaminated water flows downstream toward another community's water intake system.

Many different government and private-sector agencies would need information about this incident to fulfill their responsibilities. In addition to first responders, government agencies at the local, state, and federal levels with responsibilities related to this type of event would need to receive information about the incident so that they could muster their resources as part of the response and recovery effort. Likewise, private-sector entities such as the water company and hazardous materials response companies would need to be informed so that they could take action to protect the water supply. Elected officials and the media would be seeking up-to-the minute information about the incident to protect and inform the public of the possible danger.

The number of agencies affected grows quickly if the roadway is a major interstate in an urban setting, if the jurisdictions are in two adjoining states, or if the crash results in casualties.

Today, such a scenario could easily overwhelm the capabilities of many agencies to

communicate and coordinate the response to this event. Each public safety, private-sector, and regulatory agency responsible to take action related to the previously described event relies upon accurate and timely information about what is happening at the scene and adjacent areas. In order for the responding agencies to deploy the correct personnel and resources, information about the incident must be quickly and correctly disseminated. Whether the event is a hazardous materials incident as depicted above, a hurricane, or a terrorist attack, having the correct information instantaneously is critical for responding agencies.

The Concept: Real-Time Information

Conceptually, the solution to exchanging real-time information to multiple agencies about what is happening at an incident scene is simple. Information related to the incident would be entered into one of the responding agencies' computer-aided dispatch (CAD) system and then simultaneously relayed by electronic messaging to all of the other responding and public safety agencies that need to know what is transpiring at the scene. Such a system would include an electronic connection between dispatch centers so that the availability of additional resources would be displayed and the deployment of units captured simultaneously by all. Information from multiple agencies' CAD systems would be sent electronically to emergency operations centers (EOC) for command and control of the incident. Homeland security agencies would be kept informed of the scope of the incident and on-going activities.

New technology standards are currently being developed that will dramatically effect the way information is shared.

By Neil Kurlander, Chief of Police (Retired), Maryland Heights, Missouri, and Vice President, Public Sector Solutions, Asynchrony Solutions Inc., Saint Louis, Missouri, and Heather Ruzbasan, Project Manager, Law Enforcement Information Technology Standards Council, IACP, Alexandria, Virginia

GJXDM, the Global Justice XML Data Model

As the result of a series of focus groups and studies initiated by the U.S. Department of Justice's Office of Justice Programs (OJP) in the late 1990s, the Global Justice Information Sharing Initiative (Global) was created. Serving as a federal advisory committee, the Global Advisory Committee (GAC) was chartered in 2002 to advise the U.S. attorney general on justice information sharing and integration initiatives. GAC members represent various organizations that have a mission to promote public safety and justice.

The Law Enforcement Information Technology Standards Council (LEITSC) actively supports Global initiatives. Representatives and advisors from LEITSC are also members of the GJXDM Training and Technical Assistance Committee (GTIAC), the Global Infrastructure and Standards Working Group (GISWG), and the XML Structured Task Force (XSTF). The aforementioned committees and working groups fall under the GAC umbrella.

GJXDM has been endorsed throughout the justice community and is one component of the National Information Exchange Model (NIEM). Additional information about the Global Initiative can be found at <http://it.ojp.gov>.

Because of the importance of sharing of electronic information throughout the justice community, a large number of initiatives are under way to create electronic data transfers that are compliant with the Global Justice XML Data Model (GJXDM).

CAD and RMS Functional Standards

LEITSC developed and released the functional standards for computer-aided dispatch (CAD) systems and record management systems (RMS) to help law enforcement agencies design and select these technologies. These functional standards are beneficial to law enforcement agencies because they outline and depict the minimum amount of functionality that a new law enforcement CAD or RMS should contain. They are designed to be used as a starting point to build a fully functional CAD or RMS that is based on open stan-

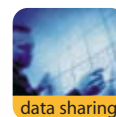
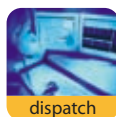
About the authors:

Neil Kurlander, retired chief of police in Maryland Heights, Missouri, is vice president in charge of public sector solutions with Asynchrony Solutions Inc. in Saint Louis, Missouri. He is the chair of the IJIS Public Safety Technical Standards Committee and a member of the IACP Communications and Technology Committee.

Heather Ruzbasan is project manager of the Law Enforcement Information Technology Standards Council. She is a member of the GJXDM Training and Technical Assistance Committee and the Global Infrastructure and Standards Working Group. She is also the staff liaison to the IACP Communications and Technology Committee.

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dards in order to efficiently interface and share information with other systems both internally and externally.

The CAD and RMS functional standards should serve as a guide and be tailored to fit the specific needs of each agency or group of agencies looking to upgrade or purchase a new dispatch or records management system. They are not intended to be substituted for a request for proposal (RFP), but they can be used to supplement an RFP. The func-

tional standards are designed to be generic in nature and do not favor one particular system or approach over another; they address the functional level, meaning that they define what is to be accomplished rather than how it should be accomplished.

LEITSC brings together members from four of the nation's leading law enforcement associations: the International Association of Chiefs of Police, the National Sheriffs' Association, the National Organization of Black

Functional standards describe CAD and RMS capabilities, while technical standards establish the requirements for the electronic sharing of information between different CAD and RMS applications.



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Law Enforcement Executives, and the Police Executive Research Forum. The mission of LEITSC is to foster the growth of strategic planning and implementation of integrated justice systems through the development and implementation of information technology standards. The council actively addresses law enforcement information technology standards issues.

LEITSC offers technical assistance to any law enforcement or public safety agency that uses the CAD or RMS functional standards. For more information and to download the documents, visit the LEITSC Web site at www.leitsc.org.

Technical Standards

Functional standards are designed to assist law enforcement agencies by providing information about the capabilities of CAD systems and RMS, but technical standards are needed to promote interoperability. Simply put, functional standards describe CAD and RMS capabilities while technical standards establish the requirements for the electronic sharing of information between different CAD and RMS applications.

LEITSC, the Association of Public-Safety Communications Officials-International (APCO) and the Integrated Justice Information Systems Institute (IJIS) are participating in a collaborative effort to create new information exchange package documentations (IEPDs) for alarm systems, CAD systems, and RMS. Developing IEPDs for these systems is an important component of the information sharing process between these systems. The intent of each IEPD is to provide a reference model of consistently structured and reusable pieces of information to be used by the law enforcement community for its

internal use and for information exchange with other justice partners.

APCO International is the world's oldest and largest not-for-profit professional organization dedicated to the enhancement of public safety communications. With more than 16,000 members around the world, APCO International exists to serve the people who manage, operate, maintain, and supply the communications systems used by public safety.

The IJIS Institute is an inclusive organization composed of more than 150 companies that provide services or products to the justice community. IJIS members apply the expertise of industry to assist the justice and public safety community in the innovative and effective use of technologies to better share information in a way that benefits industry, the public sector, and society as a whole.

To facilitate the development of technical standards, IJIS formed the Public Safety Technical Standards Committee (IPSTSC) in July 2005. IPSTSC then created three

working teams and a steering committee to coordinate the process of creating the technical standards. The IEPD development tasks are divided between the alerts working team, CAD working team, and RMS working team. Each of the working teams is multidisciplinary, with members representing public safety, law enforcement, and industry. The exchange priorities were vetted and provided by LEITSC and APCO. The new IEPDs for alerts, CAD, and RMS are scheduled to be completed by the third quarter of 2006. Additional information about IJIS and may be obtained at www.ijis.org.

The development of IEPD technical standards are a necessary component of the process for sharing information electronically. The process includes four elements; standards for content, services, policies, and registries. When these components are combined, the establishment of an enterprise-wide justice information sharing system becomes technically viable.

Effect on Public Safety

How will new technology standards affect public safety? The new technology standards will benefit public safety agencies by providing a cost-effective and consistent approach for sharing information across jurisdictions as well as between public and private sector organizations. In the future, information about incidents, persons, places, property, and other data in one agency's CAD system or RMS will be electronically accessible from other agencies' systems regardless of vendor, application, or platform. Of course, privacy and security policies will need to be established by governance entities to protect individuals and data.

The work that LEITSC, APCO, IJIS, GAC, and other groups are undertaking today to develop standards will make it possible in the future for public safety and other responding agencies to use technology to rapidly disseminate and share information to all parties that are tasked with protecting the public. ♦

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Why Reinvent the Wheel? Model State, Regional, and Federal Enterprise Retrieval System

By Katie Mugg, Project Manager, State, Regional, and Federal Enterprise Retrieval System, San Diego Association of Governments, San Diego, California

Abbreviations

ARJIS	Automated Regional Justice Information System
CAL-DOJ	California Department of Justice
CJIS	Criminal Justice Information System
GJXDM	Global Justice XML Data Model
GJXML	Global Justice XML
ICJIS	Maricopa County Integrated Criminal Justice Information System
LPR	License plate reader
MOU	Memorandum of understanding
NCIC	National Criminal Information Center
NCISP	National Criminal Intelligence Sharing Plan
NIJ	National Institute of Justice
Nlets	International Justice and Public Information Sharing Network
PAC	Policy advisory committee

Developing enhanced information sharing capabilities is critical to improving the capacity of law enforcement and other emergency response agencies to protect against terrorism and all other criminal acts that threaten safety. The National Criminal Intelligence Sharing Plan (NCISP), endorsed by both the U.S. Department of Justice and the U.S. Department of Homeland Security, outlines steps to be taken to improve the information sharing capabilities of law enforcement and other emergency agencies. Key among these recommendations is the efficient leveraging of existing efforts—that is, the commitment to build on, not reinvent, substantial information sharing activities already under way.¹

The Goal: A Toolkit for Departments

In 2005, in order to pilot an implementation of NCISP recommendations, the National Institute of Justice (NIJ) awarded a grant to the San Diego Automated Regional

Justice Information System (ARJIS) to develop information sharing proof of concept. The goal of the NIJ grant was the development of a toolkit for information sharing of data and functionality not previously available across state lines. This toolkit will serve as a blueprint for agencies and administrators when enhancing, building, or linking information or intelligence systems in order to leverage not just existing networks and infrastructure but also the lessons learned and best practices of already existing networks.

The first phase of this project, known as the State, Regional, and Federal Enterprise Retrieval System (SRFERS), resulted in the development of a prototype application allowing simultaneous searches of regional information in Arizona and California to address the demand for critically needed data and photos. ARJIS partnered with Maricopa County Integrated Criminal Justice Information Systems (ICJIS) and the Interna-

tional Justice and Public Information Sharing Network (Nlets) to develop the SRFERS application. All three organizations, ARJIS, Nlets, and Maricopa County ICJIS, met the project participant pre-requisites:

- Approved for data sharing pursuant to National Criminal Information Center (NCIC) policies and procedures
- Willing to provide data and practitioners input and involvement
- Technically ready to share data via existing infrastructure
- Compliant with Global Justice XML Data Model (GJXDM)
- Existing governance structure
- User and technical support and resources available

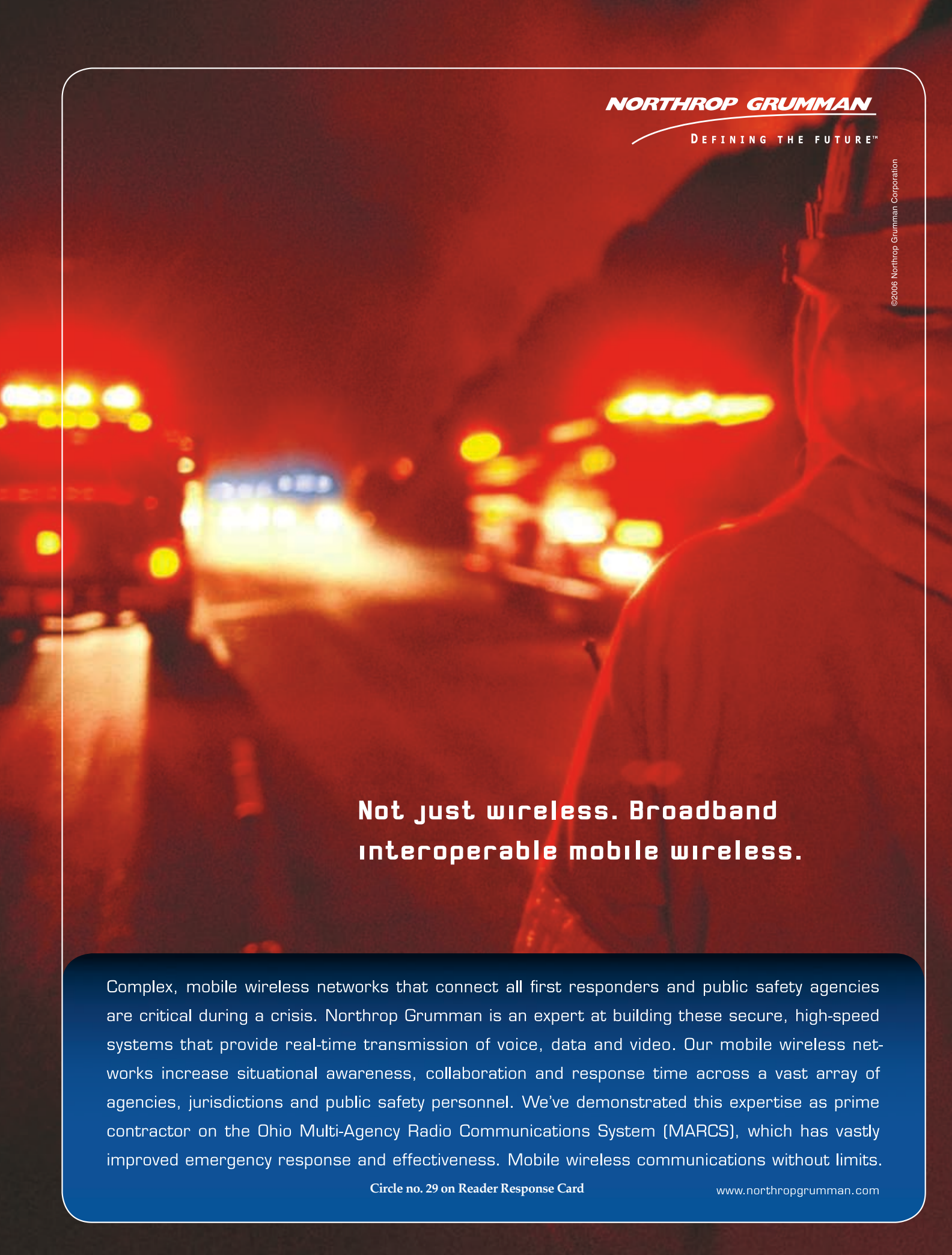
About ARJIS

The Automated Regional Justice Information System (ARJIS) was created as a joint powers agency to share information among justice agencies throughout San Diego and Imperial Counties, California. Over the past several years, ARJIS has evolved into a complex criminal justice enterprise network used by 65 local, state, and federal agencies in the two California counties that border Mexico. There are more than 11,000 authorized users generating more than 35,000 transactions daily.

ARJIS is used for tactical analysis, investigations, statistical information, and crime analysis. The ARJIS governance structure promotes data sharing and cooperation at all levels for member agencies, from chiefs to officers to technicians. A recent merger with SANDAG (San Diego Association of Governments) has enhanced the visibility of ARJIS at the federal and state level by providing advocacy services and enhancing funding opportunities.

About Maricopa County ICJIS

The mandated mission of ICJIS is to facilitate the integration of disparate information systems among Maricopa County criminal justice departments for the purpose of reducing expenses resulting from non-integrated criminal justice systems. The department is responsible for the system integration of the five justice agencies in Maricopa County: the superior court, the clerk of the court, the



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county attorney's office, the sheriff's office, and the indigent representation office. The integration facilitates the exchange of data and information between the agencies in an efficient and cost-efficient manner. For more information on Maricopa County ICJIS, visit www.maricopa.gov/icjis/.

About Nlets

The International Justice and Public Safety Information Sharing Network (NIETS) was established more than 35 years ago in recognition of the U.S. public safety need to communicate effectively and securely across multiple organizations and jurisdictions. Nlets has evolved from primarily an interstate telecommunication service for law enforcement to a more broad-based network servicing the justice community at the local, state, and federal levels. The agency is now the top interstate law enforcement network in the nation for the exchange of law enforcement and related justice information.

The user population for Nlets is composed of all of the states and territories, all federal agencies with a justice component, and selected international agencies. All jurisdictions cooperatively exchange data. The data being exchanged comes from such sources as motor vehicle and driver's databases, Canadian Hot File records, U.S. Immigration and Naturalization Service (INS) databases, and state criminal history records. The information is delivered through transmission of 50 million messages between and among users each month, more than 500,000 devices in the United States and Canada connected to more than 20,000 agencies with more than a million users. Nlets is providing SRFERS with use of this extensive existing network, as well as the organization's expertise and experience in policy matters. For more information on Nlets, please visit www.nlets.org.

Development of the SRFERS Application

After the NIJ grant award, a variety of law enforcement practitioners (including crime analysts, investigators, and border agents) from California, Arizona, and Alaska were surveyed. The objective of the survey was to determine the usefulness of access to real-time booking photos from another state. The survey concluded that officers have an extremely difficult time accessing photos from across states and that this would be a great resource. Officers also expressed interest in several other Nlets data sources, including a license plate reader (LPR) at the border, and access to the Random Access to Nlets Data (RAND) database. RAND stores all of the Nlets transactions that occur over a two-year time period.

The next step was for ARJIS and Nlets to meet with the California Department of Justice (CAL-DOJ) and Arizona Department of Public Safety to request approval to utilize Nlets to share booking photos between states. A memorandum of understanding (MOU) was produced and signed between each state and Nlets. The MOUs outline the states' roles and responsibilities, which include assisting with the technical review and design of the application and participating in the project's governance. Nlets responsibilities include providing the router hardware to facilitate the connection, ensuring the protection of the systems through the installation and maintenance of firewall technology, and monitoring and maintaining the network connection 24 hours a day, seven days a week.

The user group, the technical group, and the policy group came together for a two-day meeting to capture user requirements, design the prototype, identify the risks, and outline the project roles and responsibilities. After the Phoenix meeting, the technical staff and contractors at Nlets, ARJIS, and Maricopa County developed the functional pieces of the SRFERS proof-of-concept application. Nlets developed the SRFERS broker, which is used to route messages between the client and the various data search services. Maricopa County and ARJIS developed services for fulfilling booking search

requests. ARJIS developed a functional demonstration application for sending and receiving SRFERS messages.

A standard message header was developed with input from ARJIS, Nlets, Maricopa County, and CAL-DOJ to meet the network routing and security logging requirements of the various state and local networks that the messages pass through. This flexible wrapper is used to transport the SRFERS data that is in GJXML format. For each of the types of data being used in the SRFERS application, booking photos, RAND, and LPR, an XML schema has been created to standardize the format of the GJXML message.

The SRFERS proof-of-concept application consists of three basic software components: a client, the broker, and data providers. It is able to perform simultaneous searches on RAND, LPR, and the booking photo databases.

The communication flow works as follows: A request starts with a client sending a search request to the broker. The broker looks at the type of request and the search region specified. It compares these to its list of known data providers. It transmits the request to each data provider that matches the request. If necessary, this transmission includes transforming the request into the appropriate communication type (MQ Series or Web Service). Responses from each data provider are routed back to the client, through the broker, and displayed to the user. The data sources available through SRFERS include the following:

Booking Photos: The booking photos and limited booking information for the San Diego region are retrieved from the ARJIS booking repository. Maricopa County provides booking photos and booking information from the Maricopa County Jail Management System and from the Arizona Criminal Justice Information System. The demonstration involves predicate-based subject queries on name and date of birth.

RAND: Nlets does approximately 50 million transactions a month. Records of these transactions are logged in the RAND database. The SRFERS proof of concept was developed to allow users to query RAND in a deferred mode to determine whether persons and vehicles of interest have been queried anywhere else in the nation.

License Plate Reader Data: The National Insurance Crime Bureau provides Nlets with access to its LPR database. This database contains information relating to vehicle crossings along the Mexican and Canadian borders. This information includes the time, date, and location the vehicle crossed the

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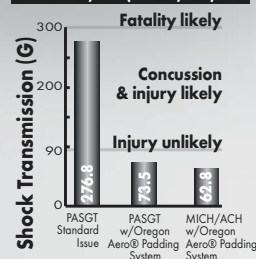
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border. The SRFERS application was developed to allow users to access the LPR database over the Nlets network.

Reusable Toolkit

Technical standards and political boundaries are being handled by the development of a toolkit that will provide a national standardized model to new regional and state systems to allow a fast and effective way to initiate data sharing. In essence the toolkit maximizes the information potential of existing systems by connecting them to expand collaboration, opportunities, and database access, while continuing to evolve the nationwide sensitive but unclassified architecture to support fully functional bidirectional information sharing. The toolkit will include the following:

- Model memorandum of understanding
- Privacy impact assessment templates
- Global Justice XML schemas
- Reusable Java code
- Sample interface
- Security assessment template
- Technical documentation from phase 1
- Technical acceptance template
- Customer acceptance template

Addressing Security and Privacy

Security concerns are a key priority when developing a justice information sharing system. To ensure that ARJIS complies with Nlets and Criminal Justice Information System (CJIS) security policies, a security assessment of ARJIS's physical and network infrastructure, and security policies was conducted.

The assessment was completed by the Nlets security specialist, and included a pre-audit questionnaire, on-site meetings, and inspections of both ARJIS' physical security.

Privacy has become a critical component in justice initiatives. To help the SRFERS agencies identify and address information privacy concerns, a legal analyst was hired to conduct a privacy impact assessment (PIA) of the SRFERS application. The objective of the PIA, which is currently under way, is to evaluate the design and implementation of data sharing strategies and technologies within SRFERS, as they relate to balancing proper privacy protections for the use, collection, and disclosure of personally identifiable information. The PIA will determine whether the personally identifiable information available in SRFERS is handled in compliance with relevant privacy laws, regulations, and policies and will make suggestions of interpretations or policies if there are conflicts or gaps in existing privacy-relevant directives. Once complete, the PIA will be sent to the Global Privacy Working Group for review and validation.

Governance

The SRFERS project team is composed of representatives from a wide range of agencies. The team consists of practitioners, state representatives, technical architects, legal consultants, and other law enforcement personnel. The members have been highly involved in the development of the application and have contributed valuable time and resources toward the project. SRFERS team

meetings and project reviews have been held approximately every three months and biweekly conference calls have kept the team members informed of the projects status.

A policy advisory committee (PAC) is being formed to review and validate deliverables and milestones during the course of the project as well as to provide strategic and policy guidance as the project moves forward. Functions of the PAC include the following:

- Help develop the project mission, strategy, and goals
- Help develop and validate a project governance structure
- Help develop a business case for phase 2
- Help identify potential funding sources
- Act as an advocate for criminal justice information sharing standards

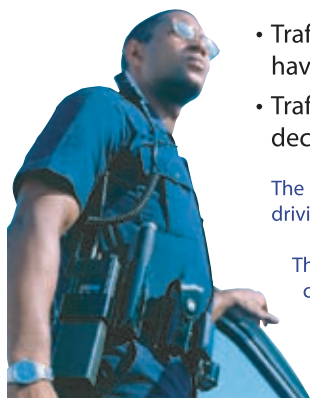
PAC members will represent organizations across the full spectrum of stakeholder communities, including local, state, and federal, and are chosen due to their position in the law enforcement and government community as well as their expertise in justice information sharing and information-led policing. As a general rule, terms of service are expected to last two years, with half of the group rotating every year to ensure continuity and retain institutional knowledge.

Next Steps

ARJIS and Maricopa County have rolled out the SRFERS application to a limited number of users and will be collecting metrics to determine system usage and to help to establish phase 2 costs and deliverables. In phase 2, which has been approved by NIJ, the SRFERS team seeks to expand the application to new regions. Jurisdictions and agencies that have shown interest in SRFERS include Blaine, Washington; the Los Angeles County Sheriff's Department; and Alaska. The team expects that the process of adding these regions will be efficient because of the toolkit, resulting in quicker implementations and cost savings.

The need for greater information sharing and collaboration between the various levels in the law enforcement community is abundantly clear. In the face of common and significant threats to public safety the U.S. law enforcement community must develop and implement new capabilities to protect itself. The implementation of the NCISP by way of the SRFERS project may be the first step in improving the sharing of local and regional justice data for the prevention of criminal and terrorist acts. ♦

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N-DEx: The National Information Sharing Imperative

By Mark A. Marshall, Chief of Police, Smithfield, Virginia, and Chair, CRIMES/LInX, Hampton Roads, Virginia

Abbreviations

APB	Advisory Policy Board of the Criminal Justice Information Service
CJIS Division	Criminal Justice Information Service Division of the Federal Bureau of Investigation
ConOps	Concept of Operations
DOJ	U.S. Department of Justice
IACP	International Association of Chiefs of Police
MCCA	Major Cities Chiefs Association
MCSA	Major County Sheriffs Association
N-DEX	National Data Exchange
NIBRS	National Incident Based Reporting System
NSA	National Sheriffs' Association
SBU	Sensitive but unclassified
UCR	Uniform Crime Reports (United States)

Information sharing has become a mission critical component of today's public safety mandate. A significant number of the law enforcement agencies in the United States use some type of computerized database to collect incident and investigative information in their respective jurisdictions. Moving this data across disparate systems and political boundaries into the hands of those who need to know has been and continues to be a significant challenge. Although the technology exists in many forms, the structure and process required to make it happen has yielded limited results. As the *9/11 Commission Report* poignantly stated, "The biggest impediment to connecting the dots is the human or systemic resistance to sharing information." A national program that addresses those deficiencies is vital. An ideal system would capture data from all participating law enforcement agencies regardless of size and convert it into actionable relevant information. This concept became the genesis of N-DEx, the National Data Exchange. This system, done right, has the potential to fulfill the promise.

Overview

Since September 11, 2001, numerous committees and commissions in the United States have studied the barriers to effective data sharing and information exchange. The scope of the problem makes solving it a daunting task. Naturally, there have been repeated calls for federal authorities to coordinate, develop, and implement a solution. Given the nature and context of policing in the United States, however, a federal top-down answer would not be effective. Local, tribal, and state law enforcement captures and retains the vast majority of data from which nuggets of information can be mined. Whether the crime is a local or regional crime spree or a more sinister plot that has international implications, the dots of data that need connecting most likely reside in various nonfederal.

Developing a national program on this scale requires a many-tiered approach that practices the art of inclusion with all of its partners. The U.S. Department of Justice (DOJ) and most particularly the FBI's CJIS Division are tasked with this assignment. To provide DOJ with a consensus state-

ment about the project from nonfederal law enforcement, a nationwide position paper about N-DEx was developed and adopted by the IACP, the Major Cities Chiefs Association, the National Sheriffs' Association, and the Major County Sheriffs Association in August 2005. This unified position expresses three central points:

Point 1: First, develop a statement of requirements for the N-DEx Program that is designed with local law enforcement input and use in mind. System requirements should be validated through a group of law enforcement practitioners, including representatives of the IACP, the MCC, the NSA, and the MCSA and coordinated by the FBI CJIS Advisory Policy Board (APB). Without an agreed upon and supported statement of requirements, the efforts of the FBI and DOJ will fail.

Point 2: Based on the agreed upon statement of requirements, prepare funding projections that reflect the anticipated costs for each phase of the project to include the development and implementation of N-DEx at all levels of law enforcement: local, tribal, regional, state, and federal.

Point 3: Based upon the statement of requirements and the funding projections, the FBI and DOJ should formalize a process through which they are able to effectively communicate a consistent message about the project's mission, goals, strategy, and status. Clearly documented roles and responsibilities of local, tribal, regional, state, and federal law enforcement partners, coupled with active participation throughout the project, will facilitate buy-in from all levels of justice and ensure a successful project. The IACP, the MCC, the NSA, and the MCSA, representing the leadership of the nation's law enforcement community, strongly believe that these issues are critical to the success of N-DEx or any information sharing project. If the FBI and DOJ also agree that these are critical issues that must be addressed before moving forward, we will work closely with the FBI and DOJ in the design and realistic testing of a coordinated information sharing project.

This document was adopted by the U.S. law enforcement organizations in August



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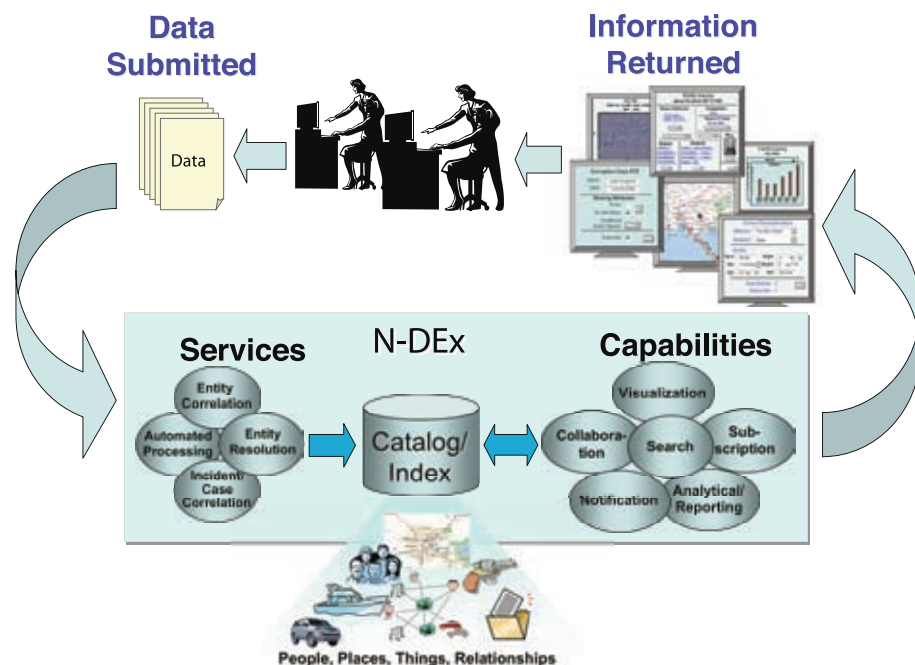
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2005. The CJIS Advisory Policy Board (APB), which had been tasked with sharing management of N-DEX with the FBI, agreed with the formula adopted by law enforcement. Most importantly, immediately after the position paper was published, the FBI CJIS Division's management also concurred with these points. Tom Bush, assistant director of the FBI, has stated that he considers the position paper to constitute "a contract" with the associations regarding the development of N-DEX. To help ensure the enculturation of the paper's principals, an N-DEX advisory panel representative of the law enforcement community and subject matter experts on information sharing was expanded to ensure a local and state design focus. These stakeholders and experts have been empanelled to develop the concept of operations (ConOps) that are guiding development and implementation of this national mission. The basic purpose of the N-DEX ConOps is to ensure that the project follows a "locally designed and nationally coordinated homeland security strategy."

At this writing, the concept of operations is being prepared. The goal is to provide clarity to N-DEX, defining its mission and goal statements, outlining how will it be implemented, and providing law enforcement managers with information on the benefits and relevancy of participation. This article borrows information and text from the draft ConOps to describe N-DEX and discuss the related

issues. Additionally, given recent federal program budget cuts, it is essential that costs are identified and funding streams located for this project. Localities and states will be hard pressed to provide funding from their own budgets. A national program of this magnitude establishes a resource that enhances the safety of all citizens and it logically requires a federal funding stream. This article will define each of these issues and its status.

What Is N-DEX?

The vision of N-DEX is to share complete, accurate, timely, and useful information across jurisdictional boundaries and to provide new investigative tools that enhance the nation's ability to fight crime and terrorism. At its core, N-DEX allows law enforcement agencies to submit their incident data to a central repository where they are compared against the incidents that are already on file to identify linkages and similarities among persons, places, things, and activities. The incidents can then remain on file to be compared against all future incoming incidents. Submitting agencies will receive notice if linkages result from their submissions or from subsequent submissions by other agencies.

Local, tribal, and state law enforcement officers will be principal beneficiaries of this program. N-DEX will allow participating law enforcement agencies to detect relationships among people, places, things, and crime

characteristics to link information across jurisdictions and allow officers to connect the dots between data that are not apparently related, without information overload. In addition, N-DEX will provide contact information and collaboration tools for agencies working on cases of mutual interest. N-DEX is not a statistical repository in which data is dumped into cyberspace. Relevance to the operations of local, tribal, and state law enforcement missions is a core function of the N-DEX program.

The Key Success Factor

All participants in the planning process agree that N-DEX is being built to support law enforcement investigations and that it is being built on the foundation of local law enforcement records systems. They also agree that ensuring that N-DEX meets the real-world needs of law enforcement is the key success factor for N-DEX and will continue to guide the program throughout its implementation and operation.

Not a Statistical Reporting System

The APB has indicated unequivocally, and the FBI agrees, that N-DEX is an information sharing system and is not to be used for crime statistics reporting. N-DEX will use the standardization provided by NIBRS data elements to describe portions of the incident data. The APB made the following things clear through approved motions:

- N-DEX and the UCR/National Incident Based Reporting System (NIBRS) are separate systems.
- Information submitted to N-DEX for information sharing will not be used to derive or publish crime statistics.
- An agency does not need to participate in NIBRS or change its current method of UCR summary reporting to participate in N-DEX.
- Agencies that do participate in both NIBRS and N-DEX may submit their NIBRS data through N-DEX, if they so choose.

N-DEX is Not an Intelligence System

N-DEX is not an intelligence system and will not contain intelligence data. Logically, however, the N-DEX information and tools will provide value to the intelligence community and thus have intelligence value.

Ownership of Data

Each participating law enforcement agency that submits data to the program retains ownership and management control over its data. N-DEX will supply system controls to allow agencies to decide what data to share, as well as who can access it and under what circumstances. These controls will enable agencies to participate in accordance



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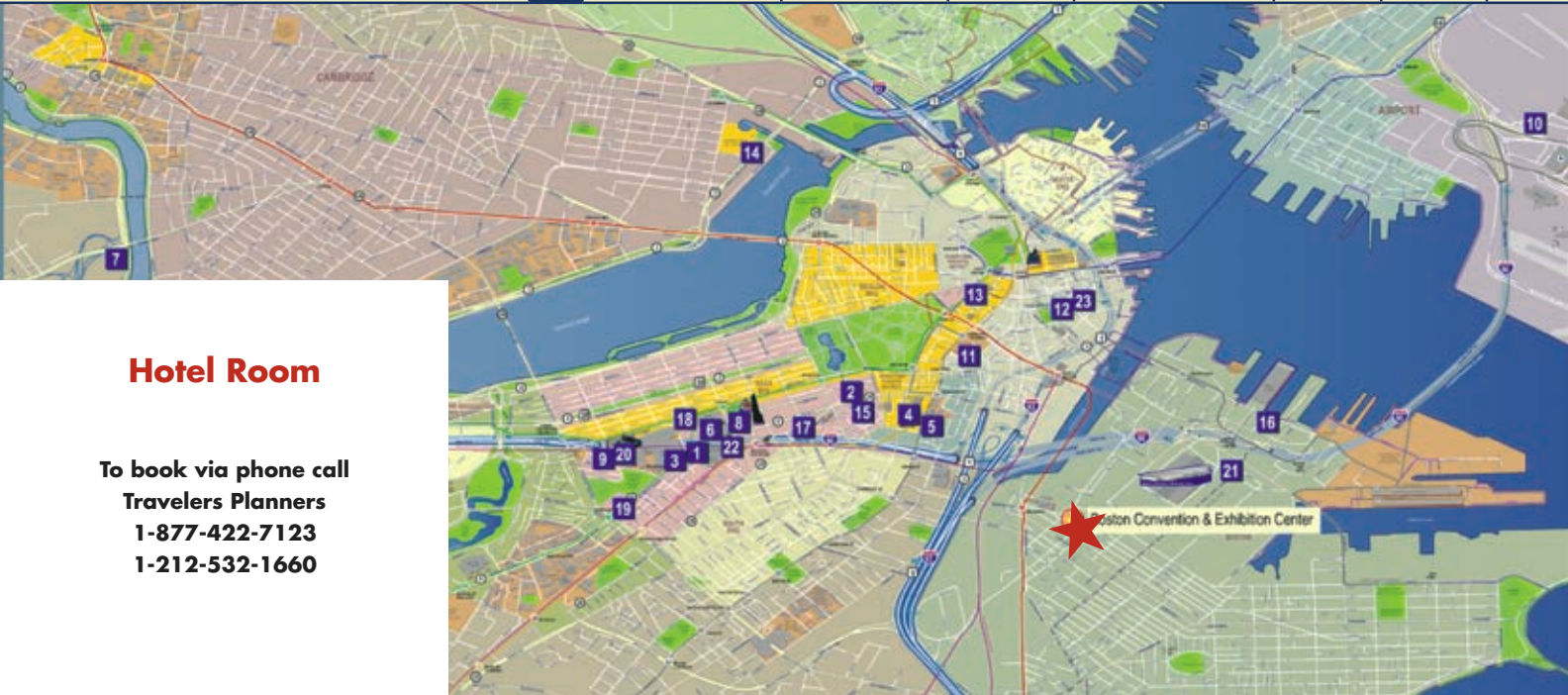
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	JURY'S BOSTON HOTEL	17	617-266-7200	\$220	2 miles	\$36 valet	Yes	No	2+
	THE LENOX HOTEL	18	617-536-5300	\$239	4 blocks	\$38 valet/self	Yes	No	2+
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What Is the Timeline for N-DEx Development?

Following are the major milestones published in the N-DEx document called "Executive Concept of Operations." This schedule, based on a calendar year, is preliminary and subject to change.

Major Tasks	Target Date
Executive overview review by ConOps Task Force	Fourth Quarter 2005
N-DEx program plan finalized	Fourth Quarter 2005
Full ConOps approved by ConOps Task Force	First Quarter 2006
Acquisition strategy initiated	Second Quarter 2006
Statement of objectives developed	Second Quarter 2006
Request for proposal released	Third Quarter 2006
Competitive designs begin	Fourth Quarter 2006
Design/build contract award	Second Quarter 2007
Incremental development and deployment begins	Second Quarter 2007
System operation and maintenance begins	Fourth Quarter 2008

with the local applicable laws and policies governing the dissemination and privacy of their data.

Local Records Collection Practices Are Not Affected

N-DEx does not require that a police department or sheriff's office gather more information about an incident than it does currently. There is no minimum data set that must be submitted to N-DEx for participation. Although it is generally true that an agency will derive greater value from submission of more complete data (statistically, more complete information results in a more complete analysis and comparison), each participating agency can choose what subset of data it wishes to share from their local records management system (RMS).

In addition, formats and methodologies for electronic submission are being designed so that N-DEx can provide a process by which agencies without an automated local RMS capability may participate and/or submit their data to the system. The principal design, however, is being constructed for electronic submission from local systems.

Leverages Existing Standards, Systems and Networks

Many police departments and sheriff's offices already partner in an existing trusted

information sharing system at the local, state, or regional level. These systems already have governance models, procedures, and processes by which they are sharing information in their respective domains. Participation in N-DEx will complement and expand those capabilities, using a model of incident data aggregation that did not exist on a national scale. N-DEx will provide well-defined integration points that allow for inclusion of these already established groups and technologies into the broader N-DEx information sharing architecture. Leveraging these existing infrastructures can limit the demands upon local law enforcement agencies for multiple points of submission for their data. In summary, through a variety of options, N-DEx can link existing systems together while still serving agencies that desire to provide their data directly to N-DEx.

Incremental Deployment

The initial focus on N-DEx is to providing the basic and powerful capabilities associated with integrating disparate systems of incident and investigative data and providing tools for searching and sharing this law enforcement information. N-DEx will be designed to however to allow services, capabilities, and data sources beyond these basic police RMS data and analysis functions. N-DEx will be developed and

deployed incrementally with additional capabilities, data sources, and uses implemented over time.

Classification

Only data classified as sensitive but unclassified (SBU) or below will be permitted in N-DEx.

Primary Benefits of N-DEx

N-DEx is scaled nationally by definition, but the system's greatest benefits could be realized regionally. Existing regional information sharing projects have proven the value of exchanging law enforcement data.

In the concept, planning, and design, N-DEx emphasizes the importance of connecting to existing regional systems for a variety of reasons. Foremost among these is the fact that regional systems already work and are relevant to the day-to-day operations of law enforcement agencies. Having these systems attached to a single point of interface is the simplest way to enhance the information capabilities of all participants. Streamlining a process makes sense when faced with constantly increasing technology and resource complexities that usually equate to the need for more funding. These already built systems can now be connected to each other and to all the other agencies participating in N-DEx, retaining all of their current capabilities and obtaining significant additional capacity by linking to the expanded universe of data that will be present in N-DEx.

N-DEx immediately presents a brand new facility for any group of agencies in the country to create a virtual regional system. That is, the agencies in any geographic region can all connect to one other by virtue of their linking to N-DEx. This capability brings the proven value of regional law enforcement information sharing to every agency in the country. The standards, functions, services, and capabilities of each virtual system can be established by its user community. This capability should ensure that agencies get the information to those who need it the most, namely, investigators and other police officers.

Widespread participation in N-DEx will channel the myriad information streams up to the federal partners and fusion centers. It is essential that they have access to this database and are able to use its capabilities to fulfill their mission imperatives, particularly as they relate to terrorism. The flow of information is not a one-way tunnel, with local and state agencies as the only contributors. The Department of Justice has committed its agencies and in particular the FBI to the sharing of their sensitive, unclassified records. The cross-pollination of information will benefit all participants.



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SPECIAL FOCUS: Information Sharing

How Does N-DEx Fit into the Existing Law Enforcement Information Sharing Landscape?

As stated in the N-DEx position paper, numerous information-sharing efforts are under way throughout the country, providing significant value to their respective participating agencies. Nationally, however, the void is obvious. Law enforcement executives need to know that connection and participation will be part of a universal strategy. N-DEx provides the potential of that well-coordinated effort.

These regional benefits will derive from the national N-DEx system located at the FBI CJIS Division. CJIS has a solid history of providing these valuable coordination and correlation services. Through the APB process, the N-DEx system has already partner with the CJIS Division in their other national systems, most notably the following:

- National Crime Information Center (NCIC)
- Interstate Identification Index (III)
- Integrated Automated Fingerprint Identification System (IAFIS)

- Uniform Crime Reporting Program UCR and NIBRS)
- National Sex Offender Registry

N-DEx will join this family of systems as well as form an integral part of the Department of Justice's "One DOJ" effort to provide a unified point of access to all information in the DOJ systems.

In the same tradition as the development of IAFIS, through collaborative efforts N-DEx will establish a set of standards and best practices that can be utilized for future procurements. Existing standards such as the GJXDM and the RMS standards adopted by the Law Enforcement Information Technology Standards Council will be incorporated in the development effort. Successful completion of N-DEx as one of the national CJIS systems can showcase a clear set of standards on the national landscape.

N-DEx Capabilities

The N-DEx capabilities are built upon an under-the-hood service that processes raw report data submitted from law enforcement agencies and analyzes it for relational characteristics and similarities against other submitted data. Specific functions that investigators can use include search, subscription, notification, visualization, analytical reporting, and collaboration.

Search: The search capability will be N-DEx's most prominent user-accessible capability. It will be designed to support the needs of a diverse user base with varied computer skill levels to locate, collate, and present information from throughout the system. N-DEx users will have the capability to search for specific entities (people, places, or things) by crime characteristics and keyword searches and to find records such as incident and arrest reports.

Users will be able to define the criteria of each search string. In addition, the N-DEx search capability will provide extensive support for searching based on business rules and user-based relevancy where the results are tuned to a user-defined business need. This capability will use filtering and ranking of results to mitigate the problem of users receiving overwhelming amounts of data. Users will be able to define the geography of the search whether by adjacent jurisdictions, regions, states, or the entire database.

Subscription: The subscription capability will allow law enforcement investigators to register a search for future information about entities and subjects of interest. As information continually flows into the system, the relevance of previous searches that originally yielded few or no returns may change. Users will be able to establish subscriptions regarding existing entities in the system so that they will receive notices of any updates



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Excerpt: Law Enforcement Associations' Position Statement

In the aftermath of September 11, 2001, a great deal of federal funding has been made available through grants from federal departments and the Congress to promote regional information sharing projects by various state and local law enforcement agencies. However, these varied local and regional projects have, for the most part, not been coordinated and there is no guarantee that they will work together in support of homeland security. We support the concept of nationally coordinated information sharing. We recognize the efforts of the Federal Bureau of Investigation and the U.S. Department of Justice to make the concept a reality through the project currently called the National Data Exchange (N-DEx). Law enforcement and other justice entities will benefit from a nationally coordinated information sharing effort, particularly the ability to utilize the basic incident and arrest data which are traditionally recorded by local, tribal, regional, state and federal agencies, as well as provide local, tribal, regional, state and federal law enforcement agencies with critical national data. It is in the best interest of our law enforcement agencies and the communities they serve that a coordinated program succeed in its pursuit of national information sharing. However, it will be achieved only with the voluntary participation of local, tribal, regional, state and federal law enforcement agencies. We believe that a necessary step to promoting success of the N-DEx project is to ensure that local, tribal, regional, state and federal law enforcement practitioners are considered essential partners in the effort.

or changes to status on those entities that occur because of future submissions. Also, investigators will be able to register for notification of future events about entities, such as inquiries by other agencies. That will enable investigators to easily discover who else is looking for the same subjects or has interest in similar cases. This capability will provide a key foundation for supporting case deconfliction and will encourage case collaboration.

Notification: The notification capability will enable N-DEx to automatically deliver specific messages to specific users or groups of users. Under defined circumstances, N-DEx will generate notification or alert messages for delivery to a specific user, even if that user is not currently logged in to N-DEx. Take the following example:

- Data are sent to N-DEx that match a subscription request previously registered by the user.
- The user is the point of contact (POC) on a record marked for restricted access, and another user's search request matches data contained in the record.
- Automated processing will produce various messages based on correlations and applied business rules. Notification and alert messages will have an associated priority. Users can configure the manner in which specific types or priorities of notification messages should be generated. A user or group of users may determine which notification or alert messages they or

their agency wish to receive. Possible means of delivering generated messages include a message displayed when user next logs on to N-DEx, an e-mail message, a page or text message (SMS), a message passed to user's local system, such as RMS, and instant messaging.

Visualization: The visualization capability will provide charting, graphing, and mapping tools to make it easier to understand and use the knowledge behind the vast amount of information in the system and to display the complex relationships that result from correlation, search and report functions. These tools will provide both tabular and graphical representations of data to allow navigation through relationships, trends, and timelines of crimes and activities as the user sees fit. These tools will also have the capability to overlay data on geographic maps with various views of the data.

Analysis and Reporting: The analytical and reporting capability gives administrators, analysts, and investigators the ability to generate reports from N-DEx data for analysis, distribution, and sharing. It will allow N-DEx to support law enforcement's investigative reporting needs from a central platform. Through this capability, N-DEx will generate online reports including graphical displays of data for use in predictive modeling, reporting, tracking, and trending of crime for operational purposes. This tool is for investigative uses only and will not be used for statistical crime reporting or publication. This tool could help an

investigator in identify a hot spot of crime activity in a geographic region that warrants further investigation. The investigator could then drill down into the underlying information forming the hot spot to determine the relationships among the entities involved in that information.

Collaboration: Some of the underlying investigative information developed by the law enforcement community will exist outside of N-DEx—in the agencies' case files, for instances, or knowledge held by investigators) and not included when the agencies generate data for submission to N-DEx. In these instances, N-DEx will provide users performing a search or other query with contact information where they can pursue details about the incident. This capability will be particularly important in the early stages of N-DEx implementation when data will not be as rich as it will be in later stages. N-DEx collaboration capabilities will allow users to electronically locate others working on similar cases, to dynamically create investigative teams, and to enable real-time collaboration and sharing of information, thereby leveraging the individual knowledge of police officers, analysts, and investigators.

Case Sensitivity Information

There will be occasions when the department will not want to share all data or certain cases in its RMS. Various privacy and case sensitivity considerations present a significant challenge to N-DEx planning and development. Presently, the following levels of access strategy is being considered to address these concerns using three tiers of accessibility.

Full Access (Green): If the owner of a data record (such as an incident or arrest report) has designated the record to be fully shared, then all N-DEx users with the appropriate access authority will have access to the full record and all data elements within the record.

Pointer-Based Access (Yellow): If the data owner decides that access to a specific record, or specific data elements within the record, should be restricted except under certain circumstances, then the data owner can designate the record accordingly using pointer-based sharing. With pointer-based sharing, any user who gets a hit on a record with this designation will be provided with information on the designated record owner's information (that is, the point of contact for the record) only. This enables the data requestor to contact the record to ask why the hit occurred and whether the underlying data is shareable. If shareable, N-DEx provides mechanisms so that the data owner can make that information

How N-DEx Can Work

Scenario: Fire investigators in Concord, New Hampshire, respond to an abandoned warehouse fire. The evidence points to arson. Investigators interview people watching the fire and include their names in the incident report submitted to N-DEx. One of the witnesses is Gordan Kanseah. The case goes unsolved. Approximately three years later, fire investigators in New York City arrive at a warehouse fire in which a night watchman has died. Gordan Kanseah is among the witnesses. Kanseah's name is included in a New York incident report submitted to N-DEx. N-DEx notifies both New York and New Hampshire authorities that the same person was a witness to both crimes.

Outcome: N-DEx provides investigators in Concord and New York a notification that a witness has shown up in multiple arson investigations, leading to a cooperative investigation that results in Kanseah's arrest.

accessible to a specific user or group of users as applicable.

Restricted Access (Red): There will be circumstances where a data record or a part of the record is so highly sensitive that the data owner completely restricts not only access to the record but also any references to it, except perhaps to a selected user or user group. The value of having that record in N-DEx is that the data owner can benefit from correlations made with other N-DEx records without compromising the owner's sensitive information. With restricted access, any hits against the restricted record will be reported to the owner of the record, while the owner of the other record that it hit against will have no knowledge of the correlation. The owner of the restricted record may then contact the inquiring agency, as appropriate.

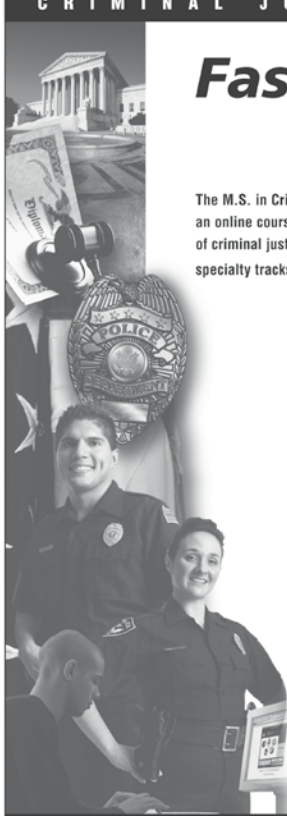
This three-tiered strategy has the potential to provide the agencies with effective protected ownership of the record, but it may increase the cost of N-DEx participation, since existing records management systems generally do not have the capability to designate certain records or data elements as yellow or red. The N-DEx development team has recommended that the vendor be required to

provide a system capability that allows submitting agencies to create rules to be applied against their data to classify their data with criteria-based access level designations. This capability concept could reduce the cost of the levels-of-access approach, especially in the early stages of system implementation.

A Work in Progress

A national program of this magnitude entails significant start-up costs and a need for ongoing funding. N-DEx establishes a resource that enhances the safety of all citizens; as such it logically deserves and requires federal funding. While sizeable commitments have been made by DOJ through the FBI, a full model of costs is still pending. As with other systems, such as NCIC, the Interstate Identification Index, and IAFIS, the FBI will assume all costs for the repository and corresponding analytical overlays. Getting to the repository remains a problem: the costs of connection to and exportation from N-DEx will require additional funding streams. Minimizing or better yet eliminating costs associated with N-DEx connectivity will be necessary to encourage a meaningful level of program participation. The system

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SPECIAL FOCUS: Information Sharing

is being designed to minimize costs to local agencies by establishing standards and best practices that are repeatable from agency to agency. In addition, the N-DEX request for proposal will require the vendors to propose the most economical and practical means possible for submitting, updating and sharing data between local (or regional) systems

to N-DEX. In the final analysis, a strategy, a mission, and a public safety mandate require a national solution. FBI and DOJ executives have pledged to work on national funding strategies that will support N-DEX participation by law enforcement agencies.

Ensuring privacy compliance is essential but complex, as there are thousands of

affected law enforcement jurisdictions, each with applicable privacy laws, policies, and information-gathering protocols. The maintenance and exchange of shareable information must comply with all applicable privacy standards and legal requirements. Agencies must ensure and be assured that contributing information does not violate their standards, jeopardize their personnel, or adversely affect their missions.

A portion of the N-DEX privacy solution involves the successful implementation of features such as the levels of sensitivity described earlier. The elimination of intelligence data from N-DEX also removes some significant privacy issues. Early discussions have focused on the fact that information destined for N-DEX already exists in local systems, and that N-DEX will actually provide a more formalized means for this data to be shared, with clear dissemination audit trails. An ongoing commitment to a high level of service in terms of privacy will help address the concerns of the privacy community. The FBI N-DEX team is creating a task force of privacy advocates to meet during the second quarter of 2006. Further, a federal privacy impact assessment is being prepared and will be published in the Federal Register as a standard for all federal systems of record.

Ultimately, local voluntary participation is central to the success of N-DEX, and that participation hinges on identifying and implementing appropriate privacy and funding solutions. All principals in the N-DEX project are working toward these goals.

How N-DEX Can Work

Scenario: The Gulfport, Mississippi, Police Department receives five complaints in a single day from citizens who paid a contractor in advance to repair hurricane roof damage; he never came back to do the work. The callers all say that a white man solicited them at their door. He said he could fix their roof that afternoon but needed \$200 in advance to purchase supplies. The man said he would leave his toolbox containing expensive tools as collateral. But the man never returns and the victims find the toolbox empty. None of the callers know the man's name, but one recalls seeing a magnetic sign on the door of the truck that read "Roof Fixers." The detective searches N-DEX for "Roof Fixers." N-DEX returns previously reported similar incidents from Port Arthur, Texas; Lake Charles, Louisiana; and Bay Saint Louis, Mississippi. All contained the phrase "Roof Fixers." The detective then used N-DEX to display the incident locations on a map along with the date and time of the incidents. From the displayed map, the detective discovers that the similar complaints all occurred within days of each other along the Interstate 10 corridor that sustained damage from Hurricane Katrina. From the map, Gulfport police project that Biloxi, Mississippi, could be the next target of the fraud perpetrator. Gulfport police telephone Biloxi police, advise them of the trend, and issue an NLETS bulletin and an N-DEX notification message. Contained in the NLETS and N-DEX bulletins/alerts is a notification that additional details relative to the investigation of the "Roof Fixers" scam are available and can be viewed in N-DEX using collaboration tools.

Outcome: The Biloxi Police Department provides their street patrols with a description of the man and the vehicle. A day later, a patrol officer arrests the subject while he is attempting to negotiate a roof repair in a hurricane-damaged Biloxi neighborhood.

A National System for Local Information Sharing

The development of N-DEX provides the opportunity to create a nationally coordinated law enforcement information sharing system to fill a critical gap in the ability to provide public safety and homeland security services in the post-September 11 world. DOJ and the FBI understand that a bottom-up model is required to pursue this worthy goal. The users must be equal partners throughout the continued development and implementation of this program. FBI executives and the N-DEX Project Management Office have committed to this partnership. This is not a question about technology. The technology is already here; it is incorporated into our daily lives. Instead, it is a matter of commitment and a realization that those with public safety and homeland security responsibility have an obligation to see the N-DEX mission accomplished with a sense of purpose and urgency. ♦



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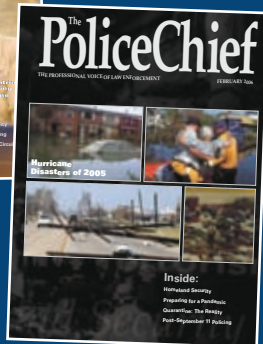
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The IACP notes the passing of the following association members with deepest regret and extends its sympathy to the families and coworkers left to carry on without them.

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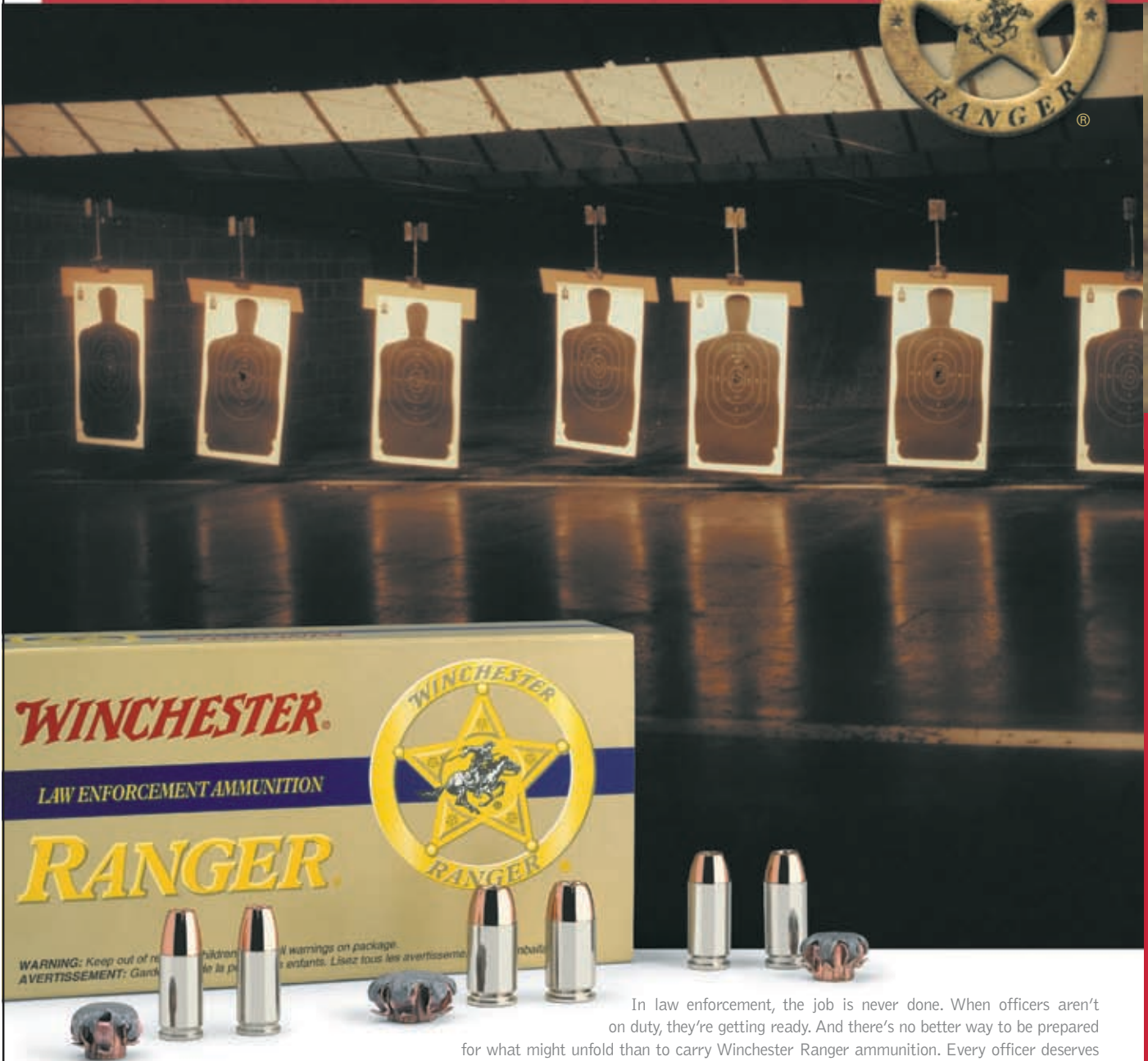
Edward M. Davis, Chief of Police (ret.), Los Angeles, CA; Morro Bay, CA; Past President IACP (life member)

Richard C. Frankenberg, Special Agent (ret.), Defense Investigative Service, Shorewood, WI (life member)



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Coming to Terms with Geographical Information Systems

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Police need more capability from mapping than the ability to plot traditional crime data. Today's law enforcement department is being pressed to use mapping to assess risk, to carry out plans for protecting critical infrastructure, to jointly develop multiagency response strategies, and to understand community capacities and needs to better execute its service-oriented missions.

An increasing number of law enforcement agencies are relying on computerized crime mapping, yet the prevalence of this technology in policing is difficult to gauge in precise terms. Wide variations exist in the techniques that departments use, the levels of sophistication that police managers possess, and the frequency with which agencies engage in crime mapping. Some agencies are striving to produce simple graphic displays; others are performing complex spatial analysis on a routine basis. In some departments, crime mapping remains the exclusive domain of crime analysts; other departments are making interactive mapping applications available to everyone across the command structure, including patrol officers. In some agencies, interactive crime mapping Web sites are made available to the public. Many law enforcement executives recognize the value of mapping but find it difficult to garner the resources for the software and training necessary to get started.

Starting at Square One

This article starts with the recognition that crime mapping is evolving rapidly and is being implemented in diverse ways. Although a growing portion of the state, county, local, and tribal law enforcement agencies in the United States are doing some form of crime mapping, uniformity among agencies implementing crime mapping is not commonplace.

Some standards about the dos and don'ts of crime mapping are emerging. But it can be difficult to find detailed instructions for developing a crime mapping capacity or an independent authoritative checklist of the steps an agency needs to take to get started in mapping.

Given these realities, this article provides an overview of the mapping terrain (a terrain that changes almost daily) and seeks to achieve two objectives. The first is to provide nontechnical law enforcement executives and managers with a basic grounding in

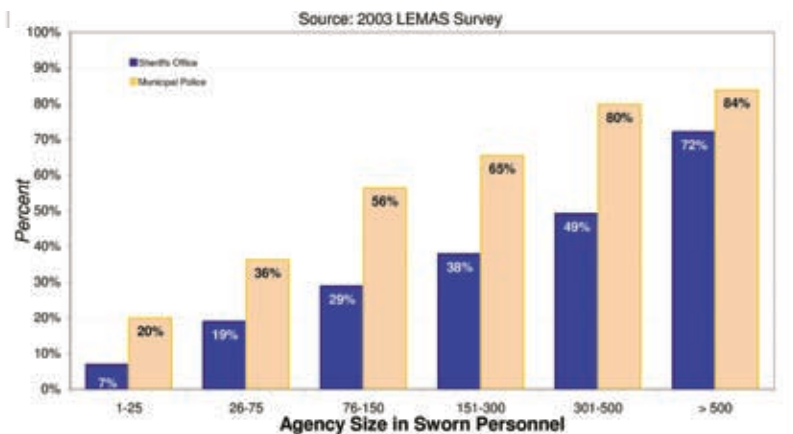


Figure 1: Percentage of police agencies reporting use of computers for crime mapping, by agency size. Source: Bureau of Justice Statistics 2003 LEMAS Survey.

what crime mapping typically entails and to identify the implementation challenges they are likely to encounter. The second objective is to present a basic conceptual overview covering key components of mapping and some (certainly not all) trends in mapping.

How Many Agencies Are Mapping Crime?

According to a survey administered in 2003 by the Bureau of Justice Statistics (BJS), in the U.S. Department of Justice, an estimated 17.9 percent of the nearly 18,000 law enforcement agencies in the United States reported using computers for crime mapping.¹ By comparison, an estimated 14.5 percent reported doing so in the 2000 BJS survey. Not surprisingly, as revealed in Figure 1, the percentage of agencies that self-report computer crime mapping capacity generally increases with agency size and varies by agency type.

The Emergence and Growth of Crime Mapping: An Abbreviated History

In his informative, comprehensive, and well-illustrated book, *Mapping Crime: Principle and Practice*, Professor Keith Harries dates the onset of standard printed crime maps to about 1830 and the first rudimentary computerized crime mapping efforts to the mid-1960s.² Harries and others have attributed the steady growth of and improvements in computerized crime mapping to several factors, including the following:

- Rapid improvement of desktop computer capacity and related printer and plotter technology
- Specific improvements in records management systems (RMS) used by law enforcement agencies, including enhancements in data storage capacities, progress on justice data standards, better quality assurance practices, and RMS features and operations that are more user-friendly
- Improvements in mapping and database software compatibility as well as increasing integration of mapping and data management functionality
- Benefits of cross-fertilization with other professionals involved in mapping, including military analysts, geographers, urban planners, and public health scientists (particularly epidemiologists)
- A computer-literate generation coming of age and joining the ranks of law enforcement

National Trends and Converging Interests

Although mapping implementations in law enforcement agencies vary widely, national efforts have been under way for at least a decade to promote peer-to-peer information exchanges and establish guide-

lines. After a planning meeting in 1996, the National Institute of Justice's (NIJ) Crime Mapping and Research Center (CMRC) held its first annual conference in Denver in 1997. Now named the Mapping and Analysis for Public Safety (MAPS) program, conferences are held on an 18-month cycle.

Although the MAPS conferences focus on the crime mapping concerns of law enforcement, these multidisciplinary conferences have been remarkably broad in scope. They have brought together law enforcement executives and managers, sworn and non-sworn crime analysts, academic researchers from the social sciences, commercial software vendors, computer scientists, and former outsiders such as geographers and epidemiologists, whose expertise and techniques are being adapted to address law enforcement concerns. (Both crime and disease share some of the same spatial concepts and statistics. Both are relatively rare events that are distributed nonrandomly, often spatially clustered. In addition, the public health model is being increasingly applied to assess problems like domestic violence and gun violence.)

The next NIJ Mapping and Analysis for Public Safety conference is scheduled for March 28–31, 2007, in Pittsburgh. Readers should watch the MAPS Web site, www.ojp.usdoj.gov/nij/maps/, for further details.

MAPS conference presenters and attendees have come from various countries, and presentation topics have ranged from the most basic (such as fundamentals of crime mapping and introductory training in mapping software) to the highly sophisticated (such as applying geographic profiling techniques to serial offenders or using spatial-temporal statistical models to predict where crimes will occur next). Law enforcement executives or managers contemplating whether to implement mapping can benefit substantially from the training, presentations, and networking opportunities provided at the conference.

International representation at MAPS conferences has brought a wider diversity of perspectives and approaches to light. Maps of carjackings plotted on a national level by federally organized police agencies in such places as South Africa, for instance, provide a perspective quite distinct from the highly localized mapping of UCR crime categories that predominate in the United States. Technological capacity is more common in countries like the United States, the United Kingdom, and Australia, but countries with police departments that cover larger geo-

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graphic areas can teach the West lessons about the benefits of centralizing and standardizing data.

The MAPS program, including its conference, its publications, and its Web site, has provided needed structure, direction, and collaboration to the field during the past decade. Exchange forums of this type are critically important given the broad and diverse activity involved in crime mapping and considering the rapid pace at which technology is advancing.

Law enforcement must keep pace as geographical information systems (GIS) in private industry, in the sciences, and in other government spheres are becoming more commonplace and more sophisticated. Two popular e-mail discussion lists, one specifically focused on crime mapping and the other focused more generally on crime analysis, have helped spur advancement by providing a forum for advice to novices and by fostering peer-to-peer exchange among accomplished mapping professionals from various disciplines. (These forums have occasionally sparked heated, albeit constructive, debates.)

- The Law Enforcement Analysts mailing list link is www.leanalyst.info/.
- The NIJ-MAPS CrimeMap e-mail discussion list subscription is available under the resources tab at www.ojp.usdoj.gov/nij/maps/.
- Information about the NIJ-CMAP program and training is available at www.crimeanalysts.net/.

Technical assistance and training in crime mapping and GIS is offered through the NIJ Office of Science and Technology's National Law Enforcement and Corrections Technology Center (NLECTC) under its Crime Mapping and Analysis Program (CMAP). Training is provided free of charge to state and local public safety agencies at locations across the United States.

More county and municipal governments are developing enterprise geographical information systems (GIS). Such integrated mapping applications can serve city planners, building inspectors, transportation and sanitation managers, fire services, law enforcement, and residents. Law enforcement personnel can benefit from these multiuser systems, but they must be more than passive recipients of these technological tools. Active participation in planning and designing these vertically integrated systems, and contributing data to them, is paramount. Without it, multipurpose GIS cannot meet the specific mapping needs of law enforcement.

Mapping and the Changing Police Mission

Mapping also holds great potential to help law enforcement leaders as their missions become more diverse and complex. Adoption of community policing and problem-solving strategies, for instance, both present clear cases for mapping. In promoting this position, Taxman and McEwen write, "One of the tools that has promoted successful collaboration among the partners is geographical information, which focuses attention on the problems and needs of [a] particular neighborhood or community and uses the target area to garner community and government agency support for new initiatives."³

The emergent demands for homeland security further underscore the necessity for mapping, specifically for mapping that transcends the confines of a single law enforcement agency. Developing effective strategies to address homeland security will require mapping across the public safety sectors and across law enforcement jurisdictions.

As paradigms of law enforcement change, the police need more capability from mapping than the ability to plot traditional crime data. To better execute its service-oriented mission, today's law enforcement department must be able to use mapping to assess risk, to carry out plans for protecting critical infrastructure, to jointly develop multiagency response strategies, and to better understand community capacities and needs.

The clear nexus between homeland security preparedness and response and GIS presents both opportunities and challenges to law enforcement. Broadly defined mapping enterprises—including mapping and spatial analysis related to critical infrastructure, terrorist groups, suspicious activity, remote sensing, and closed-circuit television cameras—can help bridge gaps between hometown security and homeland security. Embracing this critical nexus and recognizing the associated needs—involving the sharing of technology, data, and intelligence—also should serve to benefit the full spectrum of law enforcement activities, from conducting vacation door-checks to investigating serial murders.

The impetus to promote mapping for hometown and homeland security holds great promise. The emerging and potential advances in mapping can bring about many technological and organizational benefits, including the following:

- Better information sharing, collaboration, and data standardization between federal, state, local, and tribal law enforcement agencies.
- Greater efficacy of mutual aid for disaster preparedness and response efforts. Spatially enabled inventories of law enforcement resources—including personnel, equipment, and specialized capacities such as SWAT—at regional or state levels could be extremely valuable components of disaster prevention, preparedness, and response. Such inventories can also promote more effective sharing of scarce resources among agencies in times of fiscal constraint.
- Mapping also could help diminish inter agency turf issues. Maps can help identify overlaps in jurisdictional and operational areas. They not only enhance cooperation and identify joint problems but also break down organizational and informational silos.

It is clear that technological development both in and out of law enforcement will require that every law enforcement executive at least be aware of the impact of mapping. Average citizens have become reliant on Internet applications such as Google Maps, MapQuest, and Yahoo! Maps as well as in-car navigation systems. City and county agencies are relying on GIS in growing numbers. Computerized mapping is part of everyday life; law enforcement executives can scarcely afford to ignore it.

Crime Mapping Principles

A map, like any other type of picture, is intended to be a representation of reality. Depending on the tools and data available, maps can be crude representations of reality or they can embody a tremendous amount of complexity and nuance. While maps can make the complex more comprehensible, the usefulness of any map depends on the skills, experiences, and knowledge of the mapmaker. More complex is not necessarily better. Like pictures, abstract maps sometimes portray information more clearly than complex maps. A well-designed map will be worth a thousand words; a poorly designed map will confuse and misinform.

At a fundamental level, maps are a logical extension of the geometry and geography we all learned in elementary school. Broken down to elements, maps are carefully arranged composites of geometric objects. The most basic crime maps are nothing more than a series of points (dots representing locations of crime incidents or arrests), lines

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(depicting street networks), and polygons (demarking jurisdictional boundaries or precincts). Although the incorporation of aerial satellite images, called orthophotography, can give a crime map an air of sophistication, the photographic image is nothing more than a dense grid of colored squares, or pixels.

The power of maps lies in their ability to combine visualization with integration of information. Depicted in figures 2, 3, 4, and 5 are a series of maps that range from very simple to moderately complex.

Mapping Combines Human and Technical Resources

Crime mapping requires more than data and software; it requires personnel with a diverse set of skills, ideally blending the talents common in cartographers, graphic designers, and data managers. Some employees, whether sworn or nonsworn, will have better aptitudes for mapping than others. Mapping benefits from creative thinking about what data can be mapped and what data can be acquired; mapping requires keen attention to data quality.

Law enforcement managers should be aware that crime mapping and analysis is an emerging discipline. As a result, there is not yet a pool of college graduates who majored in crime mapping. But many of the top police mapmakers and analysts in country today have come up through the ranks, and managers should not discount the benefits of having worked the streets. The department's best resource may be the spatially astute rookie who shows a knack for mapping and analysis. Nurturing this officer's abilities by providing training and resources can make a law enforcement manager look good to superiors.

Most of the data that the police themselves collect include some spatial reference. As agencies move to computerized mapping, they must ensure that their geographic data fields comply with basic standards. Law enforcement agencies that already have a strong track record of collecting a broad range of data systematically—that is, with careful attention to standardization, uniformity, and data quality—will be in a better position to produce valid and effective maps than those agencies that have approached data collection more haphazardly. The quality of maps and spatial analysis, or any crime analysis for that matter, can only be as good as the data from which it originates.

Mapmakers and analysts must be keenly aware of the quality of not only their own agency's data but also any data that are acquired from other government sources and commercial vendors. Placing data in a map implies responsibility for the quality of the data. For instance, if the state provides an agency with a data file of the destination addresses of released prisoners, the crime analyst who integrates these data

into agency crime maps should know the age and quality of the data. Whether using the department's own data or data from other sources, mapmakers must identify the source of the data with any map and include any appropriate disclaimers about the timeliness and quality of the data.

The quality and sophistication of the department's CAD and RMS systems and mapping software will influence the quality of the maps and analysis, but the skills of the mapmaker analyst and the quality of the data are of utmost importance.

Setting the Foundation: Awareness of the Spatial Elements of Data

Good maps depend on good data. Law enforcement personnel operate in spatial environments, responding to calls at addresses or locations that are otherwise locatable (such as designated buildings, crossroads, mile markers). They work in precincts and beats and attend community meetings with civilians who live in neighborhoods. Law enforcement managers might deal with concerned residents who want to know whether burglaries have increased on their block or a city alderperson who wants to boast that crime is down in her ward.

Thus, whether or not an agency engages in crime mapping, it still behooves managers to ensure that data are maintained carefully and at a high level of detail. Even without mapping software, managers will be required to present and analyze data in reference to geographic regions. Standard data collection methods will allow analysts to tabulate how many robberies occurred in a designated area last year. But GIS capability, coupled with reliable incident data, would be able to determine how many robberies occurred within 1,000 feet of a certain ATM during a certain period. Using this type of detailed data enable better policing.

Standardized Addresses Translate to High Geocoding Rates

The computer equivalent of a human being placing a pin on a wall map is the foundation of most maps. Computerized pin maps require some type of geographic reference for positioning a dot. Most often this reference is a conventional street address. Occasionally it is a set of cross streets. The computer process for converting standard references to longitude and latitude coordinates is called geocoding. Most geocoding in U.S. crime mapping efforts involves interpolation along a line segment for which information is stored in a base map. If, for example, a burglary was reported at 125 Madison Street, a geocoding program would determine that the dot should be placed in the middle of the left side of a line segment representing the addresses 101 to 149. The dot is typically offset from the street centerline at a determined distance (25 feet,

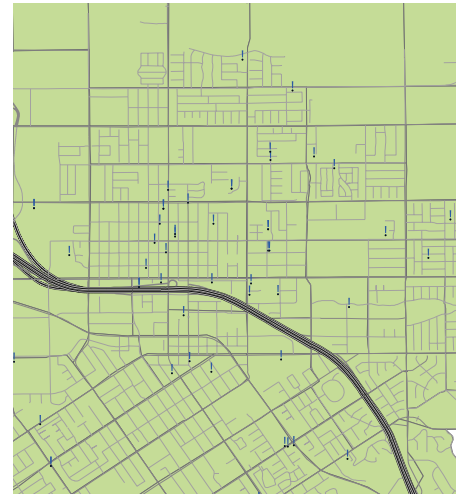


Figure 2: All reported burglaries, residential and commercial, during a particular period.

for example). The logic of interpolation, however, does not always match reality. Not all streets are set up with evenly spaced land parcels of equivalent sizes and not all locales follow the same addressing logic.

Consistent and standardized addresses are paramount to successful geocoding. Developing standards at the point of data capture is essential for data quality and will pay dividends when it comes to mapping. Consider how different officers might write the same street name on standard agency report forms:

- Burglary at 123 Martin Luther King Dr
- Simple assault at 128 King
- Lost child on the 200 block of MLK Drive
- Abandoned vehicle in the alley behind 205 ML King Drive

The variation in these examples illustrates the need for standardization of street addresses. If these addresses were transcribed into a standard RMS verbatim, a basic geocoding engine embedded in typical mapping software would only geocode the first of these four addresses (a meager 25 percent geocoding hit rate). Some sort of editing or human intervention (such as interactive geocoding where the addresses can be corrected on the fly or data-scrubbing routines that replace nonstandard address strings with standard ones) would be necessary for geocoding at a higher rate.

Moving beyond Address Geocoding

Standard address geocoding has its limitations. Some municipalities and counties have had the good fortune to digitize their property parcel plots—that is, they have developed detailed computerized maps that indicate property lines and in some cases footprints of buildings on those properties. With proper data links between standard addresses recorded in an RMS and CAD system and the property parcel (or



Figure 3: Symbol size distinguishes locations with a single residential burglary from those with multiple burglaries.

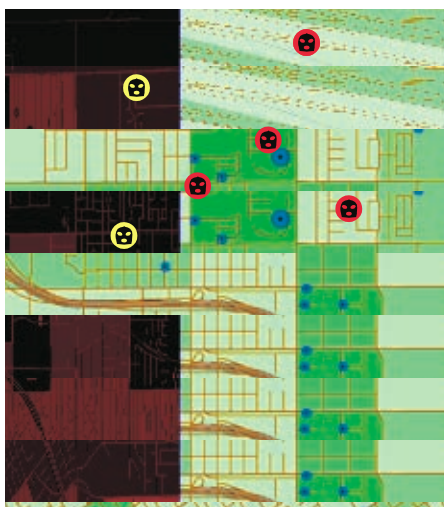


Figure 4: Home addresses of recent residential burglary arrestees (red) and persons with residential burglary warrants (yellow).

building base maps), crime incident dots can be placed more precisely, often in the middle of the property parcel (or building) polygon. As GIS technology improves, this may become more the norm. In the meantime, spurred by the proliferation of aerial photography and the focus on homeland security, efforts to map critical infrastructure at high levels of geographic precision are becoming more common.

Crime analysts must be vigilant of both the geocoding rate and the positional accuracy of the points they plot. An agency that asserts an impressive 98 percent geocoding hit rate may nonetheless produce misleading maps if the data do not accurately reflect where events should be. Allowing relaxed geocoding tolerances in automatic geocoding routines (allowing geocoding to fall back

to zip code centroids when address fields are invalid, for instance) or using inaccurate street base maps are common culprits.⁴ Analysts should routinely check geocoding accuracy by inspecting points representing known addresses (the police station, for instance, or the analyst's home). Many geocoding programs or services provide some sort of assurance regarding average positional accuracy (say, plus or minus 25 feet). There may be some street segments or sections of town where geocoding imprecision is well above the average positional accuracy.

Global Positioning Systems

Another major technological advance being applied to mapping in law enforcement is the increasing prevalence and affordability of global positioning systems (GPS). GPS devices rely on satellites to determine the latitude and longitude coordinates of the location. GPS can be used to place computerized pins in locations that have sometimes challenged address geocoding efforts. Handheld or vehicle-based GPS, for instance, could be used to determine location of crime in rural areas, in state parks, or at crash scenes on remote stretches of highway.

GPS technology is at the heart of commercial in-car navigation systems and fleet-tracking software, and it is increasingly being incorporated into monitoring bracelets that are issued to probationers, parolees, and sex offenders. As offender monitoring technologies proliferate, law enforcement will be provided with greater abilities to track crime and, in partnership with probation and parole officers, determine where offenders are residing. With proper equipment and with adequate data storage and retrieval capabilities, is even possible to determine where and when these releasees violate conditions of supervision by failing to return to their residences after curfew, by entering restricted zones, or by consorting with other felons. The staggering volume of geographic data that this new technology will produce provides another reason law enforcement agencies will be pressed to institute mapping.

While GPS technology holds promise, it also presents challenges. For instance, because the locations of those monitored will be recorded at set time intervals, the technology will require considerable resources in terms of data management, storage, and analysis. In addition, law enforcement managers are responsible for using these data wisely. Having access to these data and mapping them imply certain ethical considerations.

Importance of Contextual Data

Computerized mapping leverages the ability of viewers to visually integrate large

amounts of information. The human eye can readily detect patterns in crime incident points and make inferences about how these patterns relate to other features of the mapped environment. Even the most casual student of crime mapping will know that shoplifting incidents will be related to central business districts and shopping malls. Thus, using color-coded icons to differentiate types of thefts along with plotting the location of business districts can provide a better understanding of patterns.

Contextual data refers to a broad range of mappable entities that help make sense of incident data. These range from street grids to schools to locations of police facilities. Maps could be used, for instance, to determine whether a series of purse-snatchings tend to cluster around particular types of parking facilities or around subway entrances.⁵ Similarly, maps can be used to determine whether reports of gunshots heard in urban neighborhoods tend to cluster around parks, certain liquor establishments, or neighborhoods known for gang activity.

Mapping software, coupled with good data, can help analysts discover patterns and also can provide the means of empirically validating hypotheses, such as an investigator's supposition that there is a relationship between adult entertainment establishments and sexual assault in the community.

Patrol officers, detectives, and crime analysts may use maps to foster discussions. In this sense, mapping can be used as part of an interactive discovery processes. Some viewers might see patterns that others may miss or might suggest new contextual features that will bring more clarity. Individual map layers may be selectively added or removed to provide for different perspectives. Maps have been described as heuristic devices, or effective tools for stimulating investigatory processes, exploration, and reexamination.

Robust Query Abilities and Detailed Attribute Data

Law enforcement officers are well aware that they collect an abundance of descriptor data about reported events, suspects, and conditions of arrest. Although visual selectivity of layers is a powerful attribute of mapping, so is the selectability afforded by the descriptor, or attribute, data.

Well-designed and standardized databases take full advantage of this robust data and allow analysts to produce effective maps with a high degree of specificity for tactical analysis. Using data fields standard in many law enforcement records management systems, for instance, queries can be made to select and map all residential burglary incidents that occurred between specific times in which certain types of items were stolen. Analysts may create a query that seeks to identify, for example, what burglaries occurred between 1500 and 1700

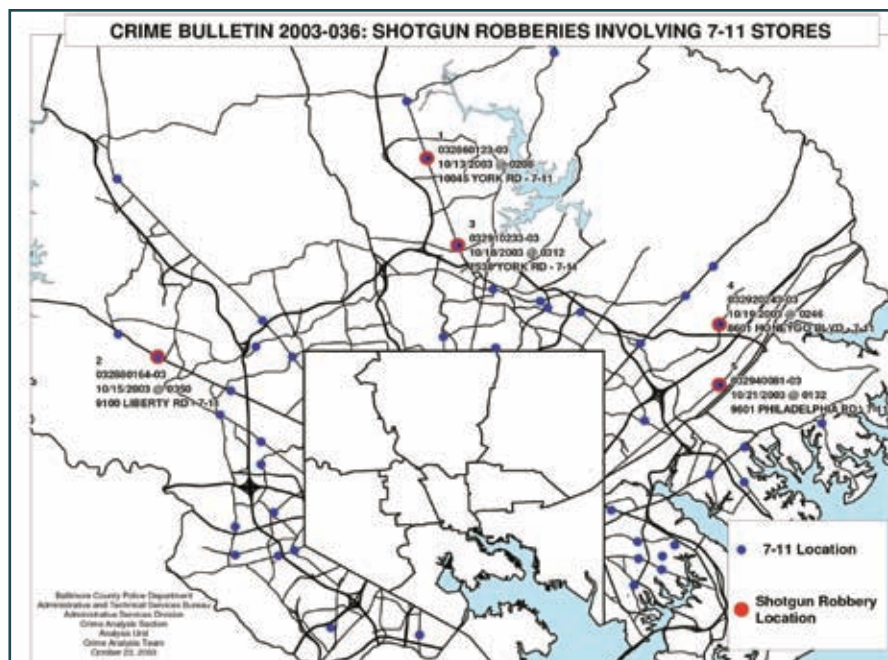


Figure 5: Convenience store robberies with common modus operandi during a particular period, with potential targets. (Low-resolution screen view) Courtesy Baltimore County Police Department.

hours to unsecured facilities that involved theft of music CDs, personal audio equipment, and other pocketable property? Adding a mapping layer of schools to the map

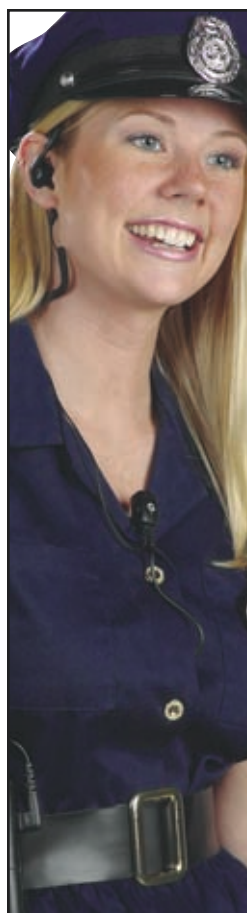
provides context. Thus, an integrated mapping of schools and queried data would be helpful in determining whether this particular subset of burglaries is related spatially

with juvenile offenders leaving school and performing daytime burglaries to unoccupied and unsecured residences. Thus, the quality and detail of data affects not only the ability to map events but also the ability to define crime types or modus operandi with a high degree of specificity necessary for tactical crime analysis and for solving crimes.

One practice of the Baltimore County Police Department (BCPD) provides an illustrative example of the power of being able to disaggregate data based on key attribute information. When mapping and assessing spatial patterns, BCPD analysts routinely distinguish so-called nondefensible burglaries from other burglaries. Nondefensible burglaries are committed by previous residents of a property, such as the ex-boyfriend who returns to an apartment he had shared with his former girlfriend to retrieve personal items. He entered the apartment without consent, but he had no intent of unlawfully taking property. For the purposes of tactical analysis, nondefensible burglaries are clearly distinct from other burglaries, either forcible or nonforcible. Without the ability to separate nondefensible burglaries from other burglaries, analysts might not readily detect patterns that exist for conventional burglaries.

Mapping More Than Crime

For obvious reasons, most mapping in



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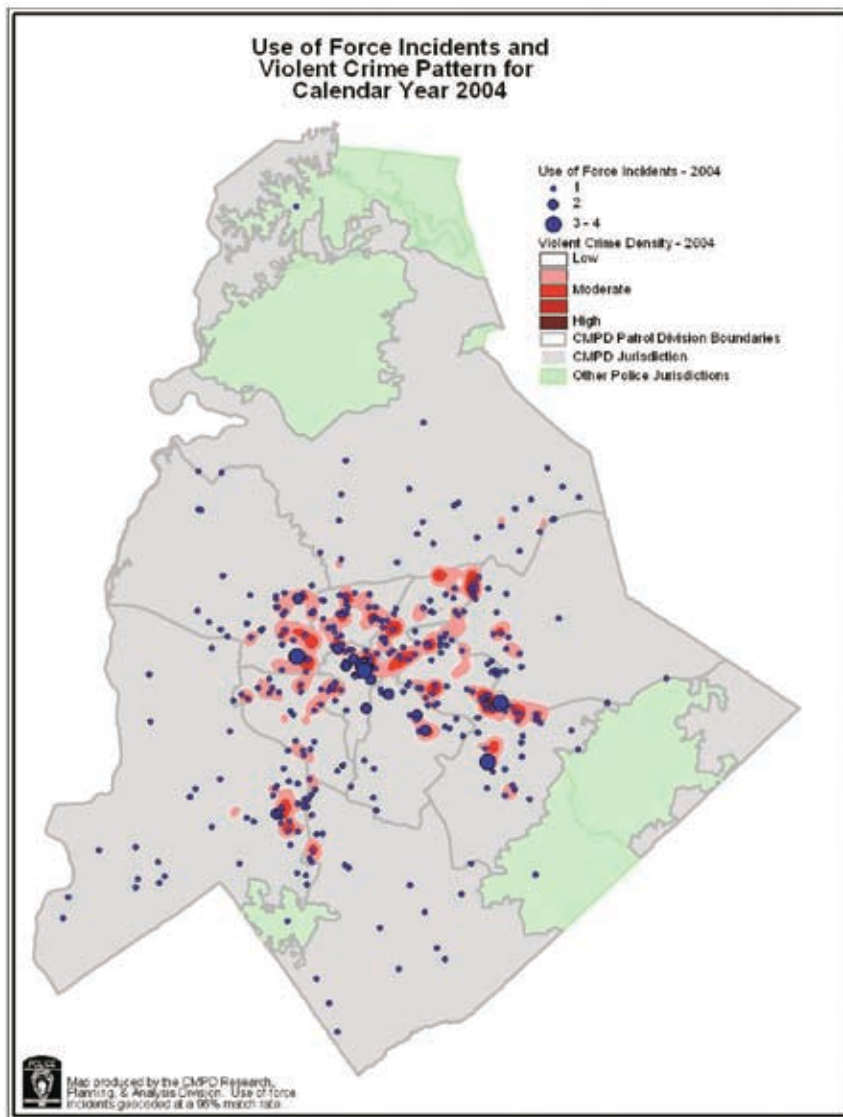


Figure 6: Use-of-force deployments relative to areas of violent crime. (Low-resolution screen view) Courtesy Charlotte-Mecklenburg Police Department.

law enforcement centers on crime. Although contextual factors may be added, the primary focus is typically on standard reactive police activity, mostly calls for service, crime incidents, and arrests. But just as law enforcement is only a portion of what most police officers do, crime mapping is merely one part of mapping by police employees. Police also use mapping for prevention, community outreach, and accountability.

Law enforcement can also rely on mapping to manage risk proactively and to direct resources more effectively. Mapping technology can help keep track of trouble spots, such as bars named in a large number of noise complaints. Mapping locations of tax delinquent properties, those in serious violation of building codes, and those designated as abandoned can help police identify locations of drug dealing. And, as we've

already discussed, mapping can help track the location of probationers and parolees.

Mapping can be an important part of proactive policing and community outreach. For instance, police can create maps using census data to identify areas with high concentrations of immigrants and persons with limited English proficiency. In the case of New York City, police used maps based on such data to help develop outreach strategies to immigrant population groups, who are often vulnerable to victimization but hesitant to call the police. In general, in the last several decades, mapping has developed alongside problem-oriented policing and has been widely adopted by agencies engaged in community policing.

Of course, departments may also use maps to assess traffic collisions or other events that demand police resources. When

one of the authors was involved with focus groups about mapping needs in upstate New York law enforcement agencies, participants in one department were most interested in mapping collisions between vehicles and deer, as this was perceived as a major problem in the area.

Mapping for Police Accountability and Public Relations

Departments are also turning the analytic lens of mapping on themselves, using maps to assess where citizen complaints are generated and where use of force is most often exercised. For instance, the map in figure 6, taken from the 2004 annual report on internal affairs of the Charlotte-Mecklenburg Police Department, illustrates the relationship between locations where officers used physical force and areas with high violent crime density. The report is available for viewing on the department's Web site at www.charmeck.org/Departments/Police/About+Us/Departments/Internal+Affairs/Home.htm.

Selecting Software

All major commercially available software packages can produce quality results for most common crime mapping objectives. It is at the more sophisticated end of the spectrum that differences between software packages can become apparent. Some packages may be rich in features but are challenging to use; others are easier to use but have fewer features. Desktop software common in law enforcement includes ESRI, Intergraph GeoMedia, MapInfo, and Microsoft's MapPoint. Prices vary according to functionality and the amount of base map data that is included with the purchase.

Rather than trying to determine the elusive answer to the question about the best commercial software, law enforcement managers would be better off determining what software their city or county government is already using, if any. They also may determine the software that their agency's prospective crime mapper is most comfortable using. They might make the same determination about potential consultants from the criminal justice or geography programs at the local university.⁶ A discussion with or visit to a department already engaged in mapping—especially an agency of a similar size and mission—would also be advisable.

Before making software purchases, law enforcement managers—or agency information technology staff in agencies fortunate enough to have them—should assess what technology will work best with their CAD systems and RMSs. Compatibility and ease of data transfer also should be considered when CAD systems and RMSs are upgraded or the department is selecting new CAD and RMS vendors.

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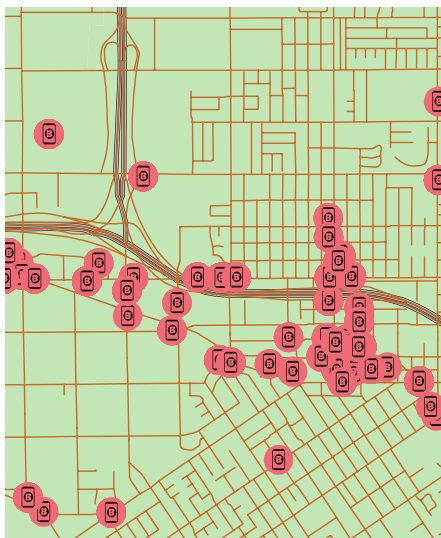


Figure 7: All premises with alcohol-sales licenses. Because it doesn't distinguish between off-premise licensees, such as grocery stores, or on-premise licensees, such as bars, this map may suggest a problem where none exists and may needlessly alarm residents.

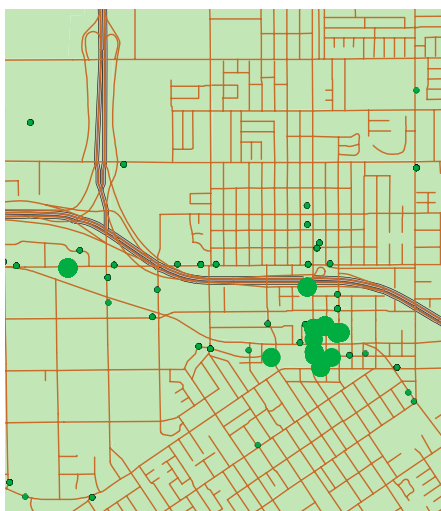


Figure 8: All premises with alcohol-sales licenses, with emphasis on on-premise alcohol licensees.

are now bundled with mapping capabilities. Managers need to determine whether these components are flexible enough and have sufficient functionality for the agency's needs. Even when the RMS vendor's literature promotes the capacities of its built-in (or add-on) crime mapping module, the capacity most often will not be as full or as flexible as that which standard desk-top mapping software can provide.

A modern-day adage holds that one should purchase more technological capacity than meets present needs, based on the assumption that an agency will grow into it. Experience suggests this certainly holds true for mapping.

Defining Organizational Approaches to Mapping

Crime mapping technology may be configured and organized in a variety of ways in law enforcement agencies. Generally speaking, there are two organizational approaches to mapping, which are not necessarily mutually exclusive.

Approach 1 would be to leave mapping to specialists, perhaps crime analysts. Map-makers and analysts tend to be proficient at both database management and computerized cartography. They will likely employ commercially available mapping software, use its capacities to the fullest, and rely on incident and arrest data from the agency's CAD system and RMS for mapping. They will also readily incorporate other geographic data, such as geographic shape files depicting precinct boundaries, parks, or drug-free school zones, as well as data acquired from outside sources.

Approach 2 is to allow mapping to be accessible to nonspecialists through custom mapping applications. These approaches tend to deploy access to basic functionality to a broad cross-section of personnel with graphical user interfaces (GUIs) that are designed to be user-friendly. When Charles Ramsey, now chief of the Metropolitan Police Department in Washington, D.C., was acting superintendent of the Chicago Police Department (CPD), he was reported to have quipped that he wanted CPD to design a mapping application that even he could use. Chicago's in-house mapping system, called ICAM (for Information Collection for Automated Mapping) is highly versatile and designed to be accessible to everyone in the department, from the beat officer to the superintendent. Similar agency-wide mapping systems can be made available through secured intranet (internal Internet) applications or virtual private networks, controlling access through user authentication and passwords. These customized approaches will require dedicated network resources and personnel to maintain the systems, update software and hardware, and maintain associated data.

It should be stressed that approach 1 and approach 2 are not mutually exclusive. Many departments can take both. The average patrol officer might rely on a customized interface to be able to produce a standard map of what occurred on his beat in the 24 hours before his shift began. Meanwhile, crime analysts might rely on more flexible desktop software to produce a highly customized map, similar to that depicted in figure 5, to track a series of convenience store robberies

Public Access to Crime Mapping

Another critical facet of mapping is the decision about what, if any, data should be made available to the public. Many agen-

cies take the posture that the public has a right to view crime data, and these agencies proactively share crime maps with the public, often in the form of static or interactive maps on the Web site. Clearly, not every map that is suitable for internal law enforcement purposes should be shared with the public. Appropriate steps should be taken to prevent mapping information in a format that will permit the identification of victims or suspects. Many departments take care to mask the precise address of crime locations to better ensure privacy and confidentiality. Chicago's interactive Citizens' ICAM Web-mapping application, for instance, reveals information about the incident block only by stripping out the last two digits of an address. For example, an assault and battery at 327 West 35th Street would be reported as "3xx W 35th St."

Mapping the Location of Sex Offenders

Spurred by state laws requiring public notification about sex offender residences, many states are providing interactive mapping applications that allow community residents to determine whether sex offenders live in their neighborhood or near their children's schools. In Arizona, a statewide application plots offender residences as well as the location of schools and day care centers. It also includes access to profiles and photographs of offenders. The National Institute of Justice provides a Web site, at www.nsopr.gov/, that allows visitors to gain access to individual states' sex offender registry Web sites. Recently available, yet still under development, is a nongovernmental effort to consolidate and map sex offender data on a national basis. That site can be found at www.familywatchdog.us/.

Fairness in Mapping

Mapping the location of crime and of offenders can have a tremendous impact on public safety and assist in the law enforcement mission. While mapping provides clear benefits, producing maps carries some potential risks, and consequently certain responsibilities. One responsibility is protecting the confidentiality of victims and suspects. Police managers and analysts also need to remain aware that maps, particularly those made available to the public, can induce fear needlessly and may unintentionally stigmatize certain neighborhoods and the people living in them. Consider the different impressions left by the two maps below created from the same data.

Whether maps are used internally or shared with the public, it behooves managers and analysts to be aware of the messages they are sending. Map content and displays must be carefully chosen. When necessary, analysts should provide appropriate caveats to avoid misuse of maps and misinterpretation of data.

New Frontiers in Mapping

More agencies are gravitating toward mapping, but it remains a data-intensive effort. For many agencies the process requires downloading data from an RMS, converting data files to a format that can be read by GIS software, and then making maps. The process is time-consuming and requires technical proficiency. Departments either need to hire data analysts or mappers or send employees to training. Several promising trends may help lessen these burdens for individual law enforcement agencies.

Mapping-Enabled Records Management Systems: Several major vendors of CAD systems and RMSs now offer mapping functionality as a standard or add-on feature of their products. The extent to which this built-in mapping capacity meets the needs of the law enforcement agency will depend on both the vendor's software and the agency's needs. Agencies that do have mapping-enabled CAD systems or RMSs may still find it necessary to have stand-alone mapping software that allows for greater flexibility in map presentations and more sophisticated analyses.

Cross-Jurisdictional Mapping: The fact that individual criminals do not necessarily confine their offenses to individual police jurisdictions is clear. This recognition, along with the realization that criminal enterprises like street gangs involved in narcotics distribution often are geographically dispersed beyond police boundaries, has led to efforts to develop cross-jurisdictional crime mapping efforts. Some of these efforts are ad hoc attempts to pull together data from different agencies using a combination of techniques and a standard off-the-shelf mapping program. Many federally funded Weed-and-Seed and Project Safe Neighborhood sites have obtained help from university-based researchers in such efforts. Interagency gang and drug task forces have employed similar approaches.

In the last decade, efforts have been under way to develop integrated cross-jurisdictional crime mapping systems in many areas of the United States. One such system is Regional Crime Analysis GIS (RCAGIS), funded by NIJ and developed in 1999 for agencies in the Baltimore and Washington, D.C., area. This system was designed around sharing data, mapping, and crime analysis, particularly to examine crime incident data across jurisdictional boundaries. RCAGIS was designed to run as a desktop computer application using shared data files.

At about the same time RCAGIS was being developed, several regional and state efforts were under way to provide similar functionality through the Internet or secure intranet connections. Examples include the cross-jurisdictional mapping applications in the San Diego area and in New York State.

Multiple motivations for regional or cross-jurisdictional mapping applications

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exist. These include the realization that offenders do not operate within the confines of a particular jurisdiction and the potential benefits of distributing the cost and responsibilities for developing these systems across multiple jurisdictions. At the same time, challenges to creating and maintaining cross-jurisdictional systems remain. These include technical, political, and cultural obstacles related to data sharing as well as problems inherent in joint ownership and organizations sharing responsibility for running the system. An individual agency will often prefer to do things its own way, and its idea of data standardization is to assert

the value of its own standards and welcome other agencies to adopt them.

A 2002 publication by John Eck discusses how mapping crime across borders requires making accommodations for variations across departments.⁷ Eck points out that agencies may vary in levels of citizen crime reporting; in agency recording practices; event classification; in degree and classification of descriptive (attribute) information (how one defines a crime as gang-related, for instance); and in geocoding rate and accuracy.⁸ These obstacles present significant challenges, but there are many compelling reasons to continue working toward data sharing and the development

of cross-jurisdictional mapping and capacities. Managers and analysts must remain vigilant about interagency variations, some of which can be quite subtle but of enormous importance. ♦

Office of Juvenile Justice and Delinquency Prevention (OJJDP) Developing Integrated Juvenile Information System (IJIS)

Mapping across borders, agencies, and disciplines is becoming more common as GIS applications are moving from local and regional focuses to national coverages. The Office of Juvenile Justice and Delinquency Prevention (OJJDP), a component of the U.S. Department of Justice, is developing a comprehensive Web-based GIS application to integrate information about youth-related grants, promising programs, risk factors, and other resources on a national level. IACP is working with OJJDP to help determine how law enforcement can best benefit from this system and the types of information that they can contribute to it.

The Integrated Juvenile Information System (IJIS) is intended to help juvenile justice and youth service practitioners—including law enforcement—share promising programs. IJIS, now in the planning stages, is being designed to reduce the cost of data collection and promote data sharing among justice professionals, academic researchers, and the public.

Please write to John Markovic (markovic@theiacp.org) for more information.

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¹ These data are derived from the Law Enforcement Management and Administrative Statistics (LEMAS) survey designed and administered by the U.S. Department of Justice, Bureau of Justice Statistics. The LEMAS survey is a statistically representative sample of publicly funded state and local law enforcement agencies with one or more full-time-equivalent (FTE) sworn officers. The LEMAS survey attempts to include all agencies with 100 or more FTE sworn officers and uses a stratified random sampling of smaller agencies to achieve a representative sample. Consistent with that sampling approach, the figures posted here are estimates based on weighted data. Readers should be aware that there are a far greater number of smaller agencies than larger agencies. The attention that large agencies may receive for crime mapping may have the effect of distorting perceptions about the prevalence of crime mapping. For instance, based on the LEMAS survey's stratified sampling weighted method, there are an estimated 9,536 municipal law enforcement agencies with between 1 and 25 sworn officers. Of those agencies, 1,134 (11.9 percent) reported using computers to perform crime mapping. By comparison, of the 74 surveyed municipal law enforcement agencies with 500 or more sworn officers, 64 (83.8 percent) reported using computers to perform crime mapping.

² U.S. Department of Justice, Crime Mapping Research Center, *Mapping Crime: Principles and Practice*, by Keith Harries (1999), NCJ 178919, www.ncjrs.org/html/nij/mapping/pdf.html.

³ F. S. Taxman, and T. McEwen, "Using Geographical Tools with Interagency Work Groups," in *Crime Mapping and Crime Prevention*, ed. D. Weisburd and T. McEwen (Monsey, New York: Criminal Justice Press, 1998), 83-111.

⁴ Geocoding software often contains logic that attempts to increase tolerance for dirty data, such as misspelled street names or cities. Care must be taken, however, as running this software in automatic mode can yield imprecise and unexpected results. One author encountered a situation in which the software could not locate an address in Schenectady, New York, but geocoded the address 120 miles away in Syosset, New York. The geocoding engine relied on an algorithm (based on Soundex logic) that made a match after replacing the presumably misspelled city name. Setting geocoding tolerance to avoid this type of error is critical. Unfortunately, it depends on careful attention to detail and is dependent on a high level of experience and understanding of the idiosyncrasies geocoding software and processes.

⁵ In a study conducted in Chicago, Block and Davis found that street robberies in certain police districts were clustered around rapid transit stations. See R. Block and S. Davis, "The Environs of Rapid Transit Stations: A Focus for Street Crime or Just Another Risky Place?," in *Crime Prevention Studies*, ed. R. V. Clarke (Monsey, New York: Criminal Justice Press, 1996), 237-257.

⁶ Since mapping and GIS are becoming standard fare at universities, resourceful police managers may want to seek out talented interns, both undergraduate and graduate students, from local universities.

⁷ Police Foundation, "Crossing the Borders of Crime: Factors Influencing the Utility and Practicality of Interjurisdictional Crime

Mapping," by John E. Eck, in *Overcoming the Barriers: Crime Mapping in the 21st Century*, no. 1 (Washington, D.C.: January 2002).

⁸ Some or all of the variations that exist across police jurisdictions may also exist between geographic or other divisions in larger law enforcement agencies.



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Planning the Boston IACP Annual Conference



2006 Education and Training Committee selecting workshops for the annual conference.

The Chief Executives Seminar Program

The main reason members attend the annual IACP conference is because of the educational seminars.

The IACP Education and Training Committee plans the annual conference's educational opportunities for the chief executives. The committee met the first of April and selected the educational programs from the proposals received. Because space and time for workshops at the conference are limited, the committee can approve only a few of the many fine proposals it receives each year. This year the committee approved 20 percent of the workshop proposals.

The purpose of the workshops is to provide solutions to problems facing law enforcement executives today, solutions that they can use in their local communities.

Committee members look for imagination and creativity in the workshop presentations. Interactive, hands-on workshops are highly regarded by conference attendees.

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

The following are among the workshops being presented in the Chief Executive Track this year:

- The COPS Office: A New Focus
- Executing Your Mission: Focusing Your People on Your Highest Priorities and Delivering Results
- How to Motivate Yourself and Create a Motivational Environment for Others

- Walking the Narrow Road of Leadership: Individual and Agency Strategies for Creating Leadership in the Law Enforcement Agency
- When Bad Things Happen to Good Chiefs
- Officer Safety: What Research Tells Us
- Assessing Community Policing: A Tool for Executives
- Beyond Vice: The Challenges in Identifying and Investigating Trafficking in Persons
- Overview of the U.S. Bomb Data Center
- Regional Policing: Expanding Knowledge, Maximizing Resources
- Hiring in the Spirit of Service: Recruitment and Selection for the 21st Century
- Home from War: Helping Reservists Return to Law Enforcement
- Policing Your Community in 2015: Technological Developments, Social Change, Police Operations, and Agency Management
- Use of Force: Are Continuums Still Necessary?
- Canada's National Use of Force Framework: A Pattern for Success
- Law Enforcement and Researcher Partnerships
- Intelligence: New Developments and Future Directions
- Port Security: Are Our Ports the Nation's Newest Gateways for Disaster?
- What Every Chief Needs to Know about New Identity Theft Laws and the Tools Available to Respond
- U.S. Northern Command's Role in Defense Support of Civil Authority
- Fugitive Task Forces
- Vehicle Theft: The Missing Link in Crime Reduction
- Electronic Control Weapons: The Tactical, Medical, and Legal Barriers to Successful Deployment
- Performance Specifications for In-Car Cameras
- Pandemic Influenza
- Emergency Planning: Lessons Learned from the 2005 Hurricanes
- Responding to Hurricane Katrina: Volunteers in Police Service and the Houston Experience
- Political Skills for Police Chiefs
- Speeding in Residential Areas
- Illegal Street Racing: Dangers, Costs, and Solutions



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.

Agent Jose Oscar Pagan-Alvarado
Police of Puerto Rico
Date of death: July 24, 2005
Years of service: 2

Agent Daisy J. Rodriguez-Amaro
Police of Puerto Rico
Date of death: September 20, 2005
Years of service: 8

Deputy Sheriff Pierre Bain
Los Angeles, Calif., Sheriff's Dept.
Date of death: March 23, 2006
Years of service: 15

Police Officer Terry Micheal Byrd
Pascagoula, Miss., Police Dept.
Date of death: March 27, 2006
Years of service: 5

Deputy Sheriff Paul Alexander Wilms
Los Angeles, Calif., Sheriff's Dept.
Date of death: March 30, 2006
Years of service: 17

Chief of Police Riley Scott Sumner
Chelsea, Mich., Police Dept.
Date of death: April 13, 2006
Years of service: Unknown

Reserve Officer Matthew J. Tuttle
Chelsea, Mich., Police Dept.
Date of death: April 13, 2006
Years of service: Unknown

Trooper Craig J. Todeschini
New York State Police
Date of death: April 23, 2006
Years of service: 3

Police Officer Jeremy Preston Chambers
Cahokia, Ill., Police Dept.
Date of death: April 24, 2006
Years of service: Unknown

- Bringing Comprehensive Leadership Training to Your Department
 - Leading Strategic Change in Your Agency
 - Combating Gang Strategies
 - Technology Technical Assistance: Getting Answers to Difficult Technology Questions
 - Promoting a Safe Environment for Officers
 - They're All Coming Home: How to Reduce Crime by Released Inmates
 - Police Facility Planning and Construction
- The workshop topics, speakers, and descriptions for the 2006 annual conference are available on the IACP Web site at www.theiacp.org (click the conference logo).

Conference Housing

Most of the hotel rooms at the annual conference are filled by 120 organized groups participating in the IACP hotel lottery. In preparation for the lottery, room block housing coordinators are invited to a hotel tour of the conference city. This tour enables the coordinators to become familiar with host city's hotels and hospitality venues. After the tour, a lottery is conducted. This year the lottery took place near IACP headquarters in Alexandria, Virginia, and the results were simultaneously webcast to participating blocks. The largest users of the room blocks are the state associations of chiefs of police.

Most of the conference hotel rooms are included in this lottery, but rooms are held aside for individual members not participating in the lottery groups. If a member attempts to reserve a room online for a certain hotel and receives a reply that the hotel is sold out, the member should call Travel Planners at 877-422-7123 or 212-532-1660. Travel Planners is the official hotel contractor for the annual IACP conference and is committed to meeting members' needs.

Visit www.theiacp.org and click the conference logo for all of your conference information.



2006 annual IACP conference hotel lottery drawing.

Contribute Information to IACP Nondeadly Weapon Clearinghouse Web Site

IACP, with support of the COPS Office, the Bureau of Justice Assistance, and other policing organizations and associations, has developed a Web site clearinghouse for

information on nondeadly weapons. The IACP is hosting the Web site to help local, state, and federal law enforcement agencies develop, implement, and enhance policies governing the use of nondeadly technologies, and visitors to the Web site will find information on a wide range of topics as well as submissions from international practitioners and members of the medical community.

Local police departments can contribute information to this site to help others. The IACP seeks links to Web site content, department policies, and academic research papers that will help police administrators understand the impact of nondeadly weapons on law enforcement and on the public.

Participating departments should send their material to David Paulson at paulsond@theiacp.org, or call him at 800-THE-IACP, extension 329. Visit the clearinghouse frequently at www.less-lethal.org.

IACP Best Practices in Public Information Now Available

IACP has published a new book, *Best Practices in Law Enforcement Public Information*. Drawing from the experience of police chiefs, department public information officers, and media personnel, this book illustrates how to develop an effective police-media relationship. It provides the modern police executive with a comprehensive guide for developing, maintaining, and improving this critical relationship.

The book is available for purchase online at www.theiacp.org. Using the left navigation bar, choose Sections and then select Public Information Officers Section. The cost is \$24.95 for members and \$29.95 for nonmembers. To place an order by telephone or e-mail, call Lucinda Scott 800-THE-IACP, extension 267, or send a message to scott@theiacp.org.

Development of the IACP Teen Drinking and Driving Web Site

IACP is developing a Web site to help law enforcement prevent teenage drinking and driving. The Web site will contain resources and model programs that agencies have used to prevent teenage drinking and driving. IACP is reaching out to local police agencies for program information to include in the initial launch of the Web site.

IACP seeks information about programs that were successful as well as programs that did not meet expectations.

Please forward a description of your program and any materials or documents used in implementing the program by e-mail to TeenDrinkingDriving@theiacp.org. Material sent by mail should be sent to International Association of Chiefs of Police Teen Drinking and Driving Web site, 515 North Washington Street, Alexandria, VA 22314 USA. For more information call or write to Richard Ashton (800-THE-IACP, extension 276; ashtonr@theiacp.org) or David Paulson (800-THE-IACP, extension 329; paulsond@theiacp.org).

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Geographic Policing Initiative in Roanoke

By Aisha Johnson, Education Information Specialist, and Greg Staples, Lieutenant, Roanoke Police Department, Virginia

In the 1990s the Roanoke Police Department began moving toward a community policing concept by assigning officers to specific districts and charging the officers with becoming familiar with the residents and crime problems in their assigned areas. To facilitate this process, crime analysis capabilities were enhanced and Neighborhood Watch groups and community civic leagues were established. Since then, the community policing concept has evolved in the department and among residents to eventually become Roanoke's Geographic Policing Initiative (GPI). The Roanoke Police Department launched the GPI on September 1, 2004, to enhance the police service to the community.

The Situation

In the last year, the department has noticed many positive changes brought about by the Geographic Policing Initiative. The GPI has removed administrative barriers to assignments and fostered an improved working relationship with citizens.

Prior to the initiative, the Roanoke Police Department operated in a system of time period patrol supervised by a lieutenant and sergeants. When officers ended their shift, the unresolved problems were left for the next shift to handle. This practice made it difficult to respond comprehensively to complex problems involving groups of people or entire neighborhoods.

Before the Geographic Policing Initiative, the Roanoke Police Department created a small community policing squad called the Community Oriented Policing Effort, or Cope, Unit to deal with ongoing issues within the community. This squad consisted of officers who concentrated on large-scale problem solving initiatives. The Cope officers completed many projects with excellent results and the news media reported on many of their successful efforts. Soon, every neighborhood was clamoring for specialized attention from the unit, and the unit could not keep up with all the requests for personalized police service. When the unit was working in a neighborhood on one side of the city, it was difficult for them to provide effective service on a request across town. Staffing restric-

tions prevented the unit from providing this specialized attention and many citizens felt slighted when they could not get a Cope officer to assist with their problems. This led to citizen complaints that some neighborhoods received little or no attention from the unit.

It was apparent that the department's patrol methodology needed to change. In the chief's eyes, the time was right to revise the department's operational methodology and policing philosophy.

Geographic Policing

The department's basic commitment to community policing calls for a geographic decentralization, greater reliance on problem-solving approaches, and flexibility in responding to problems by the patrol force and creating a greater sense of joint ownership of neighborhoods and communities among police officers, business owners, and residents. The Geographic Policing Initiative facilitated the community policing approach by removing the barrier of reliance on the traditional shift-based and zone-based assignments, which compromised the department's ability to work with the community.

The GPI enabled police to break down the role of the police officer in relation to the community. Through the initiative, community policing has been integrated into every unit in the Roanoke Police Department. Geographic policing allows the department to fulfill the community's request for personalized, tailor-made service.

Redistricting for Better Service

All officers are involved in resolving quality-of-life and community policing issues. Under geographic policing, Roanoke is divided into four police response zones.

Zone Commander: A lieutenant serving as a zone commander supervises each zone. Working under each zone commander is a community resource officer, four sergeants, and patrol officers. The zone commander oversees all patrol functions in the zone.

Zone Sergeants: The sergeants are responsible for day-to-day supervision of zone personnel. Patrol officers concentrate on specific problems in their assigned zones,

Geographic Policing Initiative Enhances Service in Roanoke

- Decreases police response times
- Ensures a team policing approach in which officers work together to address crime problems
- Improves delivery of services to residents of Roanoke
- Increases accountability and responsiveness
- Meets management goals and objectives
- Customizes the police response to each citizen concern

while community resource officers facilitate community policing and problem solving initiatives throughout their zones.

Police Officers: All officers are required to become familiar with the citizens in their assigned zones, as this familiarity helps officers identify problems and work to solve them before they become larger problems. Officers recognize that spending time in their assigned zones and speaking with citizens at Neighborhood Watch and community civic league meetings helps them identify problems. Prior to geographic policing, it was difficult for officers to articulate an issue occurring on their watch or during their time period shift because they seldom had all the information. Officers have now developed the attitude that if a problem is occurring in their zone it is "our problem."

Sense of Ownership: The Geographic Policing Initiative has instilled a sense of ownership and responsibility in patrol officers and their supervisors. Police officers and home and business owners share the unique responsibility of managing the quality of life for the city of Roanoke. Citizens feel empowered to express their concerns through direct interaction, and officers spend more patrol time proactively addressing concerns about crime. Citizens are no longer apt to watch helplessly as problems occur in their neighborhoods. They realize they have a stake in their communities and enthusiastically assist officers every day.

Zone Success

The GPI has been the police department's single most effective strategy to improve quality of life and fight crime. During the formative stages of the initiative, police believed the plan would provide opportunities for each zone commander to create tailor-made responses for the unique problems of each zone. This projection has proven to be accurate.

Zone 1, the southeast section of the city,

encompasses the downtown business district as well as several diverse neighborhoods of varying income and education levels. Property crimes are the top issue for this zone. The improved department-wide communication brought about by the GPI directly resulted in the arrest of the perpetrator of a string of church burglaries. The school resource officer in zone 1 learned of the crime spree from her lieutenant and later overheard some suspicious conversation at school concerning the crimes. She told the geographically assigned detective what she had heard. The detective took this information, and with the assistance of the SRO, identified the suspect and eventually placed charges.

Zone 2, the northeast section of the city, is characterized by large industrial areas, gas stations, and major roadways. The most prevalent issue facing the officers of zone 2 is the theft of gasoline. Gas stations in zone 2 experienced 26 drive-offs, in which motorists drove away without paying for their fuel, during the first quarter of 2004. During the same quarter of 2005, the total number of drive-offs increased to 123. The lieutenant in this zone created a comprehensive response to combat this problem. He garnered the support of the fuel station owners and the resulting coordinated attack has increased the number of these crimes cleared by arrest some 400 percent over last year.

Zone 3, the southwest section of the city, is a mixed-income area characterized equally by lower income neighborhoods dominated by rental housing as well as many neighborhoods of high income families. In the lower income areas, illegal narcotic sales and prostitution are prevalent. With the autonomy to place zone officers at the times and places most needed, the zone commander worked cooperatively with the vice unit to provide additional officers to arrest prostitutes and the people who solicit them. As a result, Operation Red Light has netted 164 arrests related to prostitution offenses. The emphasis placed on this particular problem has fostered an improved relationship with the permanent residents of the area and significantly increased the quality of life.

In zone 4, the northwest section of the city, a disproportionately high number of calls for service originate in apartment complexes and lower income housing. Many of these calls concern complaints about quality-of-life issues. In response, the zone commander has created the Residential Quality of Life Initiative, which will involve the efforts of the police, the apartment complex owners, the residents, the city administration, and the federal government. These partners will identify strategies for enhanced communication between ownership groups, the removal of problem residents, the appropriate use of private security, and improved training for housing unit management.

Parity of Workload

Before the Geographic Policing Initiative, the patrol districts were severely unbalanced in terms of the number of calls for service. This caused officers in some areas to be too busy to provide special attention where it was needed, while officers in other parts of town had ample time to address the issues in their patrol district in a comprehensive and timely manner. With some careful study, the department crime analyst created a changed patrol district map, and the new district alignments significantly reduced the workload disparity. Prior to the realignment, the northwest area of the city received 281 percent more calls for service per year than the northeast area. The realignment reduced this disparity to a mere 18 percent.

Response Time: In addition, the department anticipated that the Geographic Policing Initiative would significantly reduce response times to emergency calls. Over the four month period of December through March 2005 response times to emergency calls decreased from 6.35 to 3.91 minutes.

Schools: The department also anticipated that improved communication between the School Resource Officers and the patrol officers in each zone would contribute to improved conditions and safety for the children attending school. Because of the geographic policing initiative, patrol officers visit the schools during routine patrol, have lunch with students in the school cafeterias, and use meeting rooms at the school for various purposes. The extra emphasis placed on school safety by the zone commanders, school administrators, and patrol officers has reduced crime incidents at the schools significantly. Specifically, at the city's middle and high schools, for the 2004-2005 school year, incidents reported by the SROs decreased by 21 percent.

Citizen Satisfaction: The department's monthly telephone survey of citizens who experienced contact with the police reveals that the regular communication between the same officers and community members has increased the performance level of officers. Overall, scoring on the survey indicates a 4.2 percent improvement.

GPI Revitalized COP

Overall, the Geographic Policing Initiative has revitalized the Roanoke community policing approach. Residents receive a more personalized form of service and are eager to assist the department as needed. Zone commanders under the new geo-based formula are available for consultation on all issues related to their geographic area of assignment. Citizens have a contact person that can be counted on to serve their needs, and patrol zone restructuring has increased the officers' and citizens' familiarity with each other. In addition, response times to emergency calls have been reduced, and citizen satisfaction with the service they receive from responding officers has increased. ♦

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Buttstock cleaning kit

The Military / Law Enforcement Group at Brownells introduces the Buttstock Cleaning Kit it has developed specifically for the M16 military rifle and its civilian variant, the AR-15. Packaged in a heavy nylon pouch that is designed to conform perfectly to the taper of the storage compartment of A-1 and A-2 style buttstocks, the AR-15/M16 Buttstock Cleaning Kit is designed to fit snugly to ensure that the gun stays rattle-free. The basic kit includes a government-type five-piece cleaning rod, bronze bore and chamber brushes, and a double-ended parts cleaning brush packaged with detailed instructions to guide shooters through the cleaning process.

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



Weapon-mounted light

PentagonLight Corp., a maker of tactical lights and weapon-mounted illumination systems, announces the SA2 Stealth

AssaultLight, a cordless weapon-mounted light. The adjustable mount is designed to attach firmly for direct tail-switch activation by the thumb in the offset position. The rubber button is soft and raised in design, to make it easier to press with positive tactile feedback. The AssaultLight is preconfigured with a 70-lumen xenon gas incandescent lamp. A higher lumen output system and an LED version of the AssaultLight are also available. The exterior of the AssaultLight is coated with an antireflective stealth finish designed to exceed military type-3 super-hard anodized specification.

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

Safety equipment

Allegro Industries announces a line of ergonomic back supports, kneepads, wrist supports, and gloves designed to keep workers safe and healthy. The Liftbak back support is a five-inch belt of rigid foam designed to support the back during strenuous lifting. Newly redesigned for greater durability and strength are Allegro's Deluxe Spanbak and Body Belt. The Gel MaxKnee and Gel FlexKnee are designed to offer knee-cap protection for workers kneeling for long periods. The Dual-Flex wrist support is features eight stays designed to provide firm support. The lifting gloves feature spandex backs and padded leather palms, for secure lifting.

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

Particle detector

Climatronics Corp. introduces PARTAC, a tactical particulate profiler designed to detect natural and manmade airborne particulates, including those associated with WMD attacks. PARTAC is engineered to be combined with Climatronics' TACMET II weather station as an integrated system for detecting particulates, determining their

Product update



direction of origination, and their potential threat to downwind personnel. Digital data transmitted can be used for immediate warnings or sent to a data logger for later analysis. In force protection applications, PARTAC is designed to serve as an atmospheric tripwire against approaching biological agents. It can also be deployed to provide ambient monitoring in public places.

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

Glass evidence stabilizer

Aranar Glass Tech introduces the Broken Glass Stabilizer, a spray-on polymeric foam designed to secure a broken glass window and prevent injury from shards of glass. According to the company, police forensic technicians can use the product to preserve evidence such as a bullet hole in a vehicle's windshield. The product is designed to preserve the structural integrity of a piece of compromised glass and keep it from shattering.

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

Special services vehicle

Pierce Manufacturing Inc., a manufacturer of custom fire and rescue apparatus in North America, introduces the Contender, a special services vehicle (SSV) for law enforcement and emergency services. The SSV is designed to be configured to meet customers' needs in mobile command and communications, incident command, SWAT, explosive ordinance disposal, bomb response, or

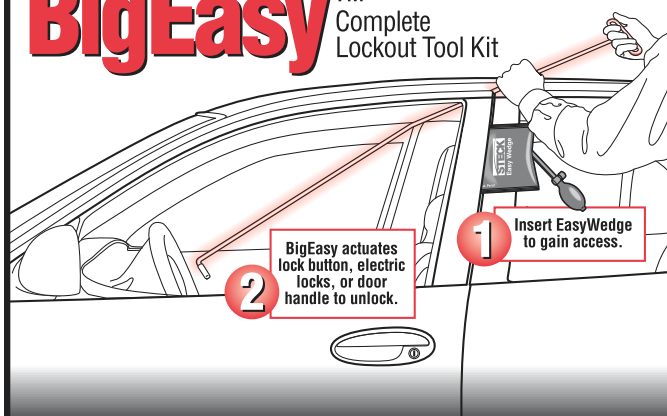


mobile laboratory applications. The Contender SSV is built on a GMC chassis with a choice of 14- or 18-foot body lengths. Powered by a 300-horsepower engine, the SSV features an aluminum body designed to resist corrosion.

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Help Keep Impaired Drivers off the Road This Fourth of July

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

One of the deadliest holiday periods for motor vehicle drivers and passengers is rapidly approaching. The Fourth of July is second only to New Year's among holidays for the number of crashes and fatalities on the roadways of the United States.

Not surprisingly, many of those fatality crashes involve a driver with a blood alcohol concentration over .08. The National Highway Traffic Safety Administration (NHTSA) reports that 523 fatalities were recorded during the Fourth of July holiday period in 2004, and that 225 of those had a driver, motorcycle operator, or non-occupant with a .08 or higher BAC.

Enforce Impaired Driving Laws Aggressively

With those numbers in mind, law enforcement has an opportunity to save lives this Fourth of July through education and enforcement. Plan now for stepped-up enforcement throughout the holiday, and begin getting the word out that impaired drivers will be arrested to make your roadways safer.

Make officers aware of the magnitude of the problem during the holiday and direct them to be more proactive in their alcohol enforcement. Consider deploying specialized patrols, DWI checkpoints, or even a multijurisdictional task force?

Educate Motorists about Seat Belts and Impaired Driving

Communicate with the public your agency's intent to do its part to save lives by enforcing safety belt and impaired driving laws and encouraging motorcyclists to wear helmets. There are plenty of facts available to share on this topic. Estimates

are that 55 percent of passenger vehicle occupants killed last year were not wearing safety belts. When the final numbers are in for 2005, it's likely that we will see a slight increase in the number of impaired driving fatalities, a 4 percent decrease in injuries, and, for the eighth year in a row, an increase in motorcycle fatalities.

Inform the Public of the Cost of Police Response to Crashes

An astounding fact that garners little attention is the cost of crashes to each of us. NHTSA has placed the cost to society of traffic crashes at \$230.6 billion a year. That works out to about \$820 per person.

You can localize cost figures somewhat by estimating for the public what it costs your department to respond to traffic crashes each year. Be sure to calculate the cost of time officers spend responding, at the scene, at the hospital, and writing the report. Add to that figure the cost of supervisor time to review the report, and clerical staff time to enter, file, and transmit data to the state. Factor in wear and tear on your vehicles. Don't forget the local costs involved with fire and EMS response as well.

Share These Pointers from NHTSA

Encourage citizens to think ahead about their plans to celebrate when alcohol will be involved. NHTSA offers these tips for you to use in community presentations or press releases to help prevent drunken driving tragedies:

- Whenever you plan on using alcohol, designate your sober driver before going out and give that person your keys.
- If you're impaired, call a taxi, use mass transit, or call a sober friend or family member to get you home safely.
- If available, use your community's sober rides program.
- Promptly report drunk drivers you see on the roadways to law enforcement.

- Wear your safety belt or using protective gear on your motorcycle.
- While traveling to and from celebrations on your motorcycle, remember to make yourself visible and ride your motor cycle where you can be seen.
- And remember, friends don't let friends drive drunk. If you know someone who is about to drive or ride while impaired, take their keys and help them make other arrangements to get to where they are going safely.

Remind Partygoers of the Dangers of Driving Buzzed

Now would also be a great time to take advantage of a new campaign initiated by NHTSA and the Ad Council: Buzzed Driving Is Drunk Driving. Launched a few months ago, this media campaign aims at those who feel they are moderate drinkers and think they only get buzzed, when they are in fact too impaired to be driving.

The campaign is designed to reach men ages 21-34. Data indicate that drivers in this demographic accounted for 59 percent of alcohol-related fatalities in 2004. Local stations should have received the public service announcements. You can view them at www.adcouncil.org/.

Focus Your Efforts on Safety Belts, Helmets, and Sober Driving

In a recent press release, U.S. Transportation Secretary Norman Y. Mineta identified the key messages for motorists: use safety belts, wear motorcycle helmets, and drive sober.

"Every year this country experiences a national tragedy that is as preventable as it is devastating," said Mineta. "We have the tools to prevent this tragedy. Every car has a safety belt, every motorcycle rider should have a helmet, and everyone should have enough sense to never drive while impaired." ♦

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