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FEBRUARY 2013

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The Police Chief

FEBRUARY 2013
VOLUME LXXX, NUMBER 2

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

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Chiefs of Police, Inc. Reproduction of any part of this magazine
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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 \$30 to IACP members
is included in annual membership dues of \$120; subscription rate to
nonmembers is \$30 per year, domestic and foreign. Single copy, current
issue, \$2.50; back issues, \$3, except APRIL Buyers' Guide issue, \$12.50.

POSTMASTER: Send address changes to the Police Chief,
515 N. Washington St., Alexandria, VA 22314-2357, USA.

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

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

Articles are contributed by practitioners in law enforcement
or related fields. Manuscripts must be original work, previously unpub-
lished 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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Stemming the Unacceptable Level of Gun Violence

Fewer than two months ago, tragedy struck Sandy Hook Elementary School in Newtown, Connecticut. I feel compelled to discuss it in this column.

Like you, I was stunned and devastated when I saw the sad news that Friday morning in December. At the beginning, details were sparse, but, as the day grew longer, the news became more horrible by the hour. As a police chief—but more importantly as a father and a grandfather—I was and am horrified that 20 precious, young children were murdered along with the 6 adults who died trying to save them. I also am deeply troubled when I think about the many law enforcement officers who responded to the scene. All of us in law enforcement have the day on the job that we will never forget, and December 14, 2012, will be that day for those officers.

December 14, 2012, must also be a day that we—the collective law enforcement community—never forget. Since that day, my shock and horror has turned from anger into a strong motivation to act. As police leaders, it is our calling—not just our job—to protect the citizens in our communities, and especially those who cannot defend themselves. Now more than ever, we cannot let anything stand in our way of fulfilling that mission.

If we are to prevent these tragedies from happening again, there are several things we must address. I strongly believe that our mental health system needs to be comprehensively reviewed and that we need to, in the United States and abroad, be aware of the mental health needs of our communities. One resource that I want to make sure you are aware of is a 2009 IACP summit report titled *Building Safer Communities: Improving Police Response to Persons with Mental Illness*. The report and its recommendations, available on the IACP website, are intended to promote dialogue among law enforcement, community providers, and partners. However, while I do believe that mental health awareness is a

major component of fighting these types of violent acts, I do not believe it is the *only* component. We must address gun violence.

Tragedies such as those in Newtown; Aurora, Colorado; Columbine, Colorado; and Virginia Tech in Blacksburg, Virginia, grab our attention, and rightfully so. But the reality is that most law enforcement executives never have to deal with a mass shooting. The hard truth is that more than 31,000 firearms-related deaths occur in the United States each year. The staggering amount of gun violence is why the IACP has been a leading voice in efforts to reduce gun violence. Our membership was and remains a leading proponent of

- the ban on military-style assault weapons;
- the ban on high-capacity magazines;
- the need for universal background checks;

- ensuring the Bureau of Alcohol, Tobacco, Firearms, and Explosives has a permanent director; and
- other commonsense measures that have and will, if adopted, reduce the level of gun violence in the United States.

The IACP also has been a leader in resources for state, local, and tribal law enforcement to help combat illegal firearms. Two relevant documents, *Reducing Gun Violence in Our Communities: A Leadership Guide for Law Enforcement on Effective Strategies and Programs* and *Taking A Stand: Reducing Gun Violence in Our Communities*, are available on the IACP website.

Additionally, at the beginning of this year, the IACP prepared a firearms position paper, which identifies and provides solutions to various firearms-related issues that need to be addressed. The paper, available at <http://www.theiacp.org/firearms>, has been sent to the White House and circulated among members of Congress. As a public safety leader, you will certainly be called on to address concerns of gun violence, and I hope you will find this and other IACP resources helpful. We must reassure our communities that our schools, our workplaces, and our local businesses are safe and that our departments are well positioned to protect our citizens.

I can assure you that the IACP is committed to working with the Obama administration, members of Congress, the National Law Enforcement Partnership to Prevent Gun Violence, and other national leaders to stem the unacceptable level of gun violence in the United States. In fact, the IACP already has met with Vice President Biden to pledge our support to the president and vice president's initiatives to curb gun violence.

I hope you—the IACP membership—also will commit to addressing the unacceptable level of firearms violence that occurs daily. To honor our oath of protecting the public, we must all work together toward a solution. ❖



**Craig T. Steckler, Chief of Police,
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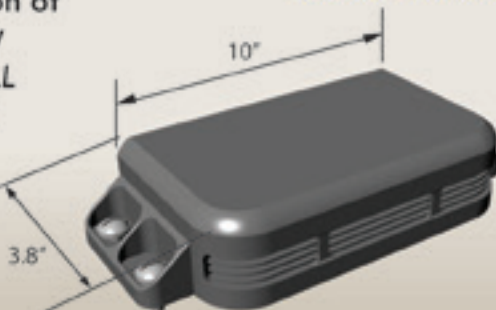


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IACP Releases Firearms Position Paper

By Meredith Ward, Manager,
Legislative and Media Affairs

The IACP has long advocated for the adoption of common sense policies that will assist in reducing gun violence. *These proposals are drawn from the association resolutions and policy positions adopted by the over 21,000 members of the IACP over the past several years.* The items listed below are not comprehensive—for the full position paper, please visit <http://www.theiacp.org/firearms>.

Armor-Piercing Ammunition. The IACP supports legislation and policies that will prohibit the sale or transfer of armor-piercing ammunition. In addition, the IACP believes that the process utilized to determine whether a round of ammunition is armor piercing should include performance-based testing conducted by the Bureau of Alcohol, Tobacco, Firearms, and Explosives.

Assault Weapons Ban. First passed in 1994, the federal assault weapons ban (Public Safety and Recreational Firearms Use Protection Act) required domestic gun manufacturers to stop production of semiautomatic assault weapons and ammunition magazines holding more than 10 rounds except for military or police use. While the ban was in place, it was remarkably effective in reducing the number of crimes involving assault weapons. Assault weapons are routinely the weapons of choice for gang members and drug dealers. They are regularly encountered in drug busts and are all too often used against police officers. The IACP has been a strong supporter of the assault weapons ban since 1992.

Body Armor. The IACP supports legislation to prohibit the mail order sale of bulletproof vests and body armor to all individuals except sworn or certified law enforcement officers. In recent years, the safety of law enforcement officers has often been compromised due to the possession of body armor and bulletproof vests by the criminals they were attempting to apprehend. The IACP believes that the sale, transfer, or

acquisition of these items should be conducted in person in order to make it more difficult for criminals to acquire and use these items while committing crimes of violence.

Concealed Weapons. The IACP continues to oppose any federal legislative proposals that would either pre-empt, mandate, or both pre-empt and mandate the liberalization of individual states' carrying a concealed weapon (CCW) laws pertaining to the carrying of concealed weapons in other states without meeting that state's requirements. This applies to private citizens as well as active, former, and federal, tribal, state, and local law enforcement personnel. The IACP believes it is essential that state governments maintain the ability to legislate CCW laws that best fit the needs of their communities.

Firearms Enforcement. The IACP urges Congress to increase resources to better allow state, local, and tribal law enforcement agencies and the U.S. Department of Justice to enable greater prosecution of individuals for Brady Act violations. In addition, the IACP supports firearms enforcement programs that involve local, state, and federal agencies, such as Project Safe Neighborhoods and Project Exile, which have shown significant reductions in firearms-related violent crime.

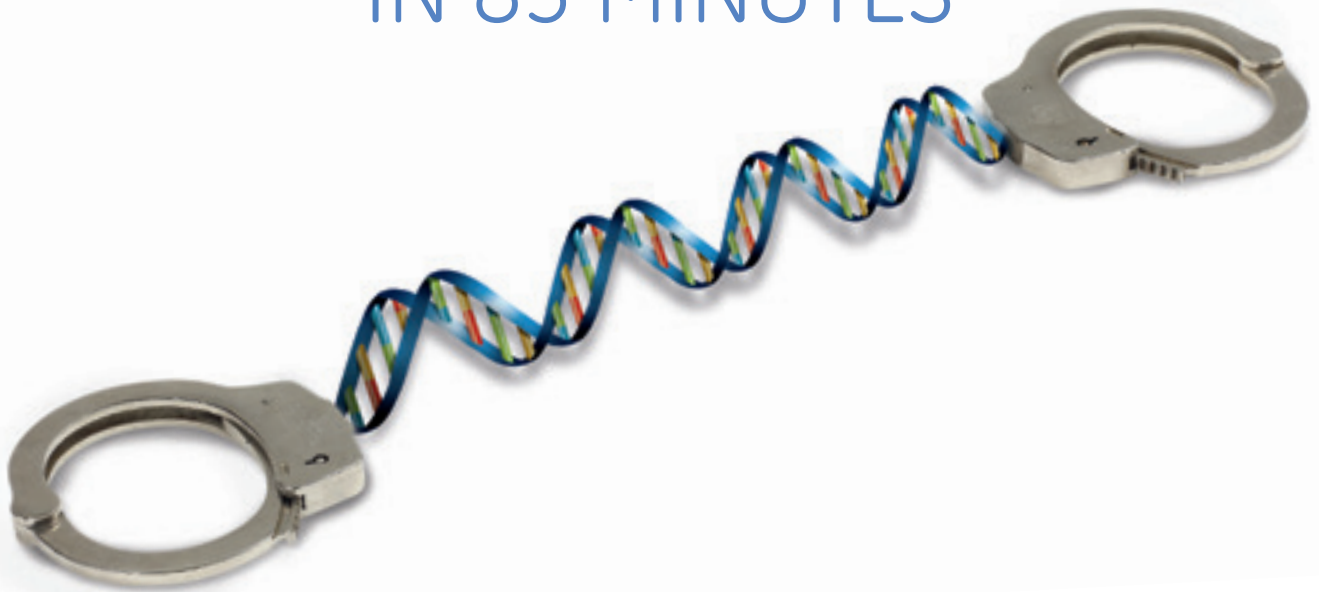
Firearms Offender Registry. The reduction of firearms-related violent crime has been and continues to be a major goal of the IACP. Studies have shown that firearm offenders have a higher recidivist rate for committing other firearms-related violent crime with firearms than the rate for sexual offenders. Therefore, the IACP supports creating a federal registry, similar to the sexual offender registry, for offenders who have been previously convicted of a felony firearm violation or a misdemeanor that involved violent or threatening acts with firearms. At little cost, this registry would have great benefit toward preventing and investigating a myriad of violent crimes, as well as establishing a computerized list of dangerous offenders that could be utilized as a notification system to alert officers of potential danger.

Firearm Purchase Waiting Period. The IACP has gone on record supporting a waiting period for the purchase of a handgun. In the past, waiting periods have served not only as time for a thorough background investigation but also as an informal cooling-off period for handgun purchasers. However, the time needed to perform most background checks has become obsolete due to the transition to the National Instant Criminal Background Check System. Nevertheless, the IACP believes there must still be a cooling-off period in place before an individual can purchase a handgun. Therefore, the IACP supports legislation to create a mandatory five-day waiting period prior to the completion of a handgun purchase.

Gun Show Loophole. The federal Gun Control Act of 1968 stipulates that individuals "engaged in the business" of selling firearms must possess a Federal Firearms License (FFL). Holders of FFLs are required to conduct background checks and maintain a record of all their firearm sales. Certain gun sales and transfers between private individuals, however, are exempt from this requirement. The laws we have in place to ensure gun purchasers go through FFLs are undermined by oversights in the law that allow an individual prohibited from owning firearms to obtain weapons at events such as gun shows without undergoing a background check. The IACP supports legislation to close these loopholes and preserve the effectiveness of the laws in place.

Illegal Firearms Trafficking/Firearms Tracing. The IACP opposes any legislation that would limit or reduce the ability of U.S. law enforcement agencies to combat the sale of illegal guns. The IACP believes that the ability to trace illegal firearms effectively plays a critical role in law enforcement's ability to protect communities from the scourge of firearms violence. ♦

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imagination at work

Secure Communities Program: Mandatory or Optional?

By Martin J. Mayer, General Counsel, California Police Chiefs Association

Congress created the Secure Communities (SC) program in 2003 to identify all those in the criminal justice system who are eligible for removal as illegal aliens. The law does not require the removal of all such persons; instead, it requires the identification of them, so a decision can be reached regarding deportation.

According to John Morton, director of U.S. Immigration and Customs Enforcement (ICE), the agency has resources to remove approximately 400,000 persons a year. The issue is identifying which ones should be targeted for removal. Morton stated that those with criminal convictions, outstanding court orders for removal, repeat offenses, or a combination of these are priorities; he said that of those removed in 2011, more than 55 percent had one or more criminal convictions.

According to its website, ICE is the principal investigative arm of the U.S. Department of Homeland Security (DHS) and the second largest investigative agency in the federal government. It was created through a merger of the investigative and interior enforcement elements of the U.S. Customs Service and the Immigration and Naturalization Service. ICE now has more than 20,000 employees in offices in all 50 states and in 47 foreign countries.

Secure Communities Process

The SC uses existing federal information sharing procedures between ICE and the Federal Bureau of Investigation (FBI). For decades, local jurisdictions have shared the fingerprints of individuals who are arrested or booked into custody with the FBI to see if they have criminal records. Under the SC, the FBI automatically sends the fingerprints to DHS to check against its immigration databases.

If those checks reveal that an individual is unlawfully present in the United States or is otherwise removable because of a criminal conviction, ICE takes enforcement action. Its agents prioritize the removal of individuals who present the most significant threats to public safety by the severity of their crimes, their criminal histories, and other factors—including those who have repeatedly violated immigration laws.

ICE issues detainers only after a person has been arrested and it does not issue detainers for minor misdemeanors. Additionally, no one is arrested based on just an ICE hold; instead, they

must already have been arrested for a state or local violation of law.

As stated, the SC makes the removal of aliens convicted of serious criminal offenses from the United States a priority. According to the DHS, the SC's three main objectives are

- to identify aliens in federal, state, and local custody *charged with or convicted of* serious criminal offenses who are subject to removal and at-large aliens convicted of a serious criminal offense who are subject to removal;
- to prioritize enforcement actions to ensure apprehension and removal of aliens convicted of serious criminal offenses; and
- to transform criminal alien enforcement processes and systems to achieve lasting results.

For SC purposes, there are three categories of offenses.

Level 1 offenses include the following state or federal crimes: national security violations, homicide, kidnapping, sexual assault, robbery, aggravated assault, threats of bodily harm, extortion or threat to injure a person, sex offenses, cruelty toward child or spouse, resisting an officer, weapons violations, hit-and-run involving injury or death, and drug offenses involving sentencing to a term of imprisonment greater than one year.

Level 2 offenses are primarily property crimes.

Level 3 offenses are all other crimes, primarily misdemeanors.

When ICE determines an alien has been charged or convicted of a Level 1 offense that could result in removal, or when an alien who is already subject to removal is charged with a Level 1 offense, ICE will file an Immigration Detainer (Form I-247) at the time of booking with the local law enforcement agency (LEA) that has custody of the alien.

Interaction with Local Law Enforcement

According to ICE, the cooperation of local law enforcement agencies is crucial to completing the processes of identifying, detaining, and removing aliens arrested for or convicted of serious criminal offenses. As such, ICE requests, in part, that the LEAs abide by immigration detainer conditions, place the detainer in a subject's file/record, inform ICE if the subject is transferred or released, allow access to detainees, and assist ICE in acquiring information about detainees.

Once ICE determines the subject has previous serious criminal convictions or is currently charged with a serious criminal offense considered to be a Level 1 offense and is removable, ICE will lodge an Immigration Detainer (Form I-247) with the LEA.

The form contains several parts that inform the LEA of what action has been taken by DHS regarding the inmate being held. For example, DHS could have checked off sections identifying that an investigation has been initiated or a warrant for removal has already been secured. It is then "requested" that the LEA "accept this notice as a detainer" and to notify ICE "at least 30 days prior to release or as far in advance as possible."

Mandatory or Optional Detainer?

There are other "requests," as well, but there is one paragraph that is informational and not a request. It states that "[F]ederal regulations (8 CFR 287.7) require that you detain the alien for a period not to exceed 48 hours (excluding Saturdays, Sundays, and federal holidays) to provide adequate time for DHS to assume custody of the alien." (emphasis added) Therein lies the quandary.

In a letter dated August 5, 2011, Director Morton informed all the state governors who were terminating existing SC memoranda of agreements that "[a memorandum of agreement (MOA)] between ICE and a state is not required to operate [the] SC in that state."¹ Several state and local jurisdictions had signed MOAs before participating, and some states subsequently attempted to rescind their MOAs.

He stated that participation in the program is not optional: "Once a state or local law enforcement agency voluntarily submits fingerprint data to the federal government, no agreement with the state is legally necessary for one part of the federal government to share it with another part."²

The letter basically reiterated that immigration enforcement is the sole purview of the federal government and not the states. "[SC] imposes no new or additional requirements on state and local law enforcement" and, furthermore, "the federal government, not the state or local law enforcement agency, determines what immigration enforcement action, if any, is appropriate."

On June 25, 2012, the U.S. Supreme Court ruled on the immigration enforcement law implemented by the state of Arizona, in the case of *Arizona et al. v. United States*. The court held that most of the Arizona law was contrary to federal law, however, the court made it clear that it is federal law that controls immigration issues.

The court held that "[t]he [f]ederal [g]overnment's broad, undoubted power over immigration and alien status rests, in part, on its constitutional power to 'establish a uniform Rule of Naturalization,' Art. I, §8, cl. 4, and on its inherent sovereign power to control and conduct foreign relations.

Federal governance is extensive and complex. Among other things, federal law specifies categories of aliens who are ineligible to be admitted to the United States, 8 U. S. C. §1182; requires aliens to register with the [f]ederal [g]overnment and to carry proof of status, §§1304(e), 1306(a); imposes sanctions on employers who hire unauthorized workers, §1324a; and *specifies which aliens may be removed and the procedures for doing so, see §1227*" (emphasis added).³

The court also addressed the issue of Arizona's authority to hold a detainee in order to verify immigration status, based on its own law. "It is not clear at this stage and on this record that §2(B), in practice, will require state officers to delay the release of detainees for no reason other than to verify their immigration status. This would raise constitutional concerns. And it would disrupt the federal framework to put state officers in the position of holding aliens in custody for possible unlawful presence *without federal direction and supervision*" (emphasis added).⁴ The distinction with the SC program is that federal direction *does* exist; it is based on the issuance of a detainer authorized by federal law.

An example of a position contrary to the court's ruling, however, was recently taken by California Attorney General Kamala Harris. On December 4, 2012, the California Department of Justice issued an information bulletin that stated that "[l]ocal law enforcement agencies in California can make their own decisions about whether to fulfill an individual ICE immigration detainer." Furthermore, "immigration

detainers are not compulsory. Instead, they are merely requests enforceable *at the discretion of the agency* holding the individual arrestee" (emphasis in original).⁵

California's position, which is opposite to that of Arizona, proves that confusion reigns supreme when it comes to interpretation of the SC initiative. Who governs—the state or the federal government? Is honoring the detainer issued by ICE up to the individual law enforcement agency or is it mandatory?

To complicate matters further in California, its state law mandates cooperation with ICE with identifying illegal aliens and notifying ICE of that fact. California Penal Code 834b states that "(a) [e]very law enforcement agency in California shall fully cooperate with the United States Immigration and Naturalization Service regarding any person who is arrested if he or she is suspected of being present in the United States in violation of federal immigration laws."⁶

Furthermore, section (c) states that "[a]ny legislative, administrative, or other action by a city, county, or other legally authorized local governmental entity with jurisdictional boundaries, or by a law enforcement agency, to prevent or limit the cooperation required by subdivision (a) is expressly prohibited."⁷

Conclusion

As stated above, confusion reigns supreme when it comes not only to enforcement of the SC law but also to issues of immigration generally. It appears that the federal government does in fact

have the ultimate authority over immigration issues, but it is obvious that individual states are challenging that authority.

The U.S. Supreme Court, in the *Arizona* decision, has not provided definitive guidance for local agencies, and it would seem that further litigation is inevitable. Until the confusion has been put to rest, it is incumbent on all local law enforcement agencies to seek out and secure legal advice and guidance in deciding how they will proceed. ❖

Martin J. Mayer is a name partner with the public sector law firm Jones & Mayer, has served as general counsel to the California Police Chiefs Association for 25 years, and is an active member of IACP's Legal Officers' Section.

Notes:

¹See for example, John Morton to Jack Markell, August 5, 2011, <http://www.nilc.org/document.html?id=681> (accessed December 11, 2012).

²Ibid.

³*Arizona et al. v. United States*, 132 S. Ct. 2492, 2494-2495 (2012).

⁴*Arizona et al.*, 132 S. Ct. at 2497.

⁵Kamala D. Harris to Executives of State and Local Law Enforcement Agencies, December 4, 2012, https://www.aclunc.org/docs/immigration/ag_info_bulletin.pdf (accessed December 11, 2012).

⁶California Penal Code §834b(a).

⁷California Penal Code §834b(c).

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

Hot-Spot Randomized Control Works for Sacramento

By Renée J. Mitchell, Sergeant,
Sacramento, California, Police
Department

Many questions regarding research on police methods have traditionally been raised, tested, and evaluated by academics. In this study, the research team did not comprise academics but rather practitioners. The 90-day Sacramento Police Department (SPD) hot-spot study was completely designed, implemented, and analyzed by personnel within the SPD with the guidance of researchers from George Mason University in Fairfax, Virginia. Special thanks to David Weisburd, PhD; Cynthia Lum, PhD; Christopher Koper, PhD; and Cody Telep. Additionally, this hot-spot study was conducted without external funding.

Hot-spot policing has become an accepted practice in policing, focusing police resources in small areas such as addresses, street blocks, or clusters of addresses or street blocks.¹ The first hot-spot study conducted in Minneapolis, Minnesota, during 1995 revealed that 3 percent of the addresses in Minneapolis accounted for 50 percent of the crime calls to the police.² In Sacramento, 4.7 percent of the street segments accounted for 50 percent of the crime calls for service, leading the SPD to believe it was imperative to focus its police resources on these so-called hot areas.³ Further analysis of the Minneapolis study established the optimal amount of time to visit a hot spot was 12 to 16 minutes, or approximately 15 minutes based on the Koper curve theory.⁴ As such, the SPD implemented a randomized control trial designed to answer the question, "Will visiting hot spots in a random, intermittent order for 12- to 16-minute increments reduce crime and calls for service in Sacramento?"

Methodology

The SPD studied data from two districts (out of six) for hot-spots data collection. The SPD examined all of the computer-aided dispatch data for Districts 3 and 6 from January 1, 2009, to December 31, 2010. Analysts retrieved only calls generated by citizens, removed all supplemental calls to a primary call for service, and excluded calls that were geocoded to an intersection, so as to create a 100-block hot spot rather than an intersection. Addresses that did not meet hot-spot

criteria were removed—that is, addresses where crime occurred in public and could reasonably be deterred by police presence.⁵ Forty-two hot spots were identified; 21 were randomly designated as treatment areas, and they received random intermittent patrol services for 15-minute periods each day. Every day, the officers were given a computer-generated random order to treat the hot spots. The other 21 were designated as nontreatment areas and received normal patrol services. Randomized intermittent treatment creates uncertainty in the mind of the offender, thus increasing the perception of risk and potentially reducing criminal activity.⁶

Findings

A comparison of the calls for service in 2011 to the same three-month period in 2010 indicates a strong treatment effect. On average, each treatment hot spot had a decline of 3.57 calls for service (comparing 2011 to 2010), while each control hot spot had an average increase of 4.43 calls. Thus overall, calls for service declined by about 7.68 percent in the treatment group and increased by about 10.90 percent in the control hot spots. Part I crime incidents showed a somewhat similar pattern to calls for service. During the experimental period, treatment hot spots experienced fewer total Part I incidents (105) than the control hot spots (121). In the same period in 2010, the treatment hot spots had 140 Part I incidents, compared to 95 in the control hot spots. Thus, during the experimental period, the treatment group experienced a 25 percent decrease in Part I incidents, while the control group experienced a 27.37 percent increase in Part I incidents.⁷

In addition to studying treatment effects, the SPD analyzed officer activity during the study. Overall patrol response times to calls for service did not increase. Crime displacement was not an issue, and, most impressively, officers were 163.6 percent more proactive in District 3 and 72.9 percent more proactive in District 6. These statistics suggest that incorporating an intermittent, random Koper curve approach to a patrol strategy is an effective and efficient way to reduce crime and calls for service. ❖

Notes:

¹David Weisburd and Anthony A. Braga, "Advocate: Hot Spots Policing as a Model for Police Innovation," in *Police Innovation: Contrasting Perspectives*, eds.

David Weisburd and Anthony Braga (Cambridge: Cambridge University Press, 2006).

²Lawrence W. Sherman, Patrick R. Gartin, and Michael E. Buerger, "Hot Spots of Predatory Crime: Routine Activities and the Criminology of Place," *Criminology* 27, no. 1 (February 1989): 27-55.

³Sacramento Police Department Crime Analysis Unit internal database, accessed by Jason Rohde, December 28, 2012.

⁴Christopher S. Koper, "Just Enough Police Presence: Reducing Crime and Disorderly Behavior by Optimizing Patrol Time in Crime Hot Spots," *Justice Quarterly* 12, no. 4 (December 1995): 649-672.

⁵Lawrence W. Sherman and David Weisburd, (1995) "General Deterrent Effects of Police Patrol in Crime 'Hot Spots': A Randomized Controlled Trial," *Justice Quarterly* 12, no. 4 (December 1995): 625-648.

⁶Thomas A. Loughran, Raymond Paternoster, Alex R. Piquero, and Greg Pogarsky, "On ambiguity in perceptions of risk: Implications for criminal decision making and deterrence," *Criminology*, 49, no. 4 (November 2011): 1029-1062.

⁷Cody W. Telep, Renée J. Mitchell, and David Weisburd, "How Much Time Should the Police Spend at Crime Hot Spots? An Answer from a Police Agency Directed Randomized Field Trial in Sacramento, California," *Justice Quarterly* (forthcoming).

Action Items

1. Participate in an upcoming IACP webinar, which will include participants from this study discussing how to partner with local universities to design and implement research to rigorously evaluate organizational strategies. Complete the form available at <https://leim.wufoo.com/forms/rib-webinar> to receive additional information.
2. Incorporate random, intermittent, high-visibility, 15-minute hot-spot policing into patrol strategy. Make the hot spots microplaces—that is, 100-block street segments rather than neighborhoods.
3. Access the evidence-based policing matrix on the George Mason University website to implement effective police strategies and discontinue ineffective ones: <http://gemini.gmu.edu/cebcp/matrix.html>.

This column was written by a 2012 Excellence in Law Enforcement Research Award Winner. For information, visit <http://www.theiacp.org/About/Awards/IACPExcellenceinLawEnforcementResearchAward/2012Winners/tabid/1106/Default.aspx>.

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Sovereign Citizens on Traffic Stops

*By Thom Jackson, Captain,
Nevada Department of Public
Safety/Nevada Highway Patrol*

Note: Many people in the United States adhere to a sovereign citizen ideology. Most of them do not commit any crimes, and their views are constitutionally protected. This article discusses only the criminal element among the sovereign citizen movement.

In August 2012, a police officer in Las Vegas stopped a truck for paper license plates that read simply, "Department of Transportation." During the contact, the woman driving stated repeatedly, "I am not under contract with you" and would not provide a driver's license, vehicle registration, or proof of insurance. As the officer politely pressed for the documentation required for her to drive legally in Nevada, the woman called someone on the phone and requested specific directions from a male voice at the other end. Through records checks, the officer learned that the truck was in fact properly registered and the woman was properly licensed, but she refused to give those items to the officer. The stop ended peacefully when the officer ticketed the woman for not surrendering her documentation, but encounters with sovereign citizens do not always end so well.

The Movement

The sovereign citizen movement is a relative of the posse comitatus and militia movements and is believed to be rapidly expanding in the United States. The basic premise is that the federal government is all one big conspiracy to collect money from the citizens. The details of the conspiracy vary from one sect to another, but all agree the federal government is engaging people in secret contracts when we sign documents like driver's licenses and social security cards. Generally, the first contract we are duped into is at birth, when issued a birth certificate, and it only gets worse from there. Members of the movement, sometimes known as sovereigns, actively reject their U.S. citizenship and rely on their God-given rights as a sovereign citizen. Some embrace citizenship of a state or a county, but some do

not recognize any conventional government authority. The movement is politically far right wing, feverishly preaching limited government and nearly unlimited personal freedoms. The ideology rests on the concept that there are only two basic laws:

1. Do all you have agreed to do, and
2. Do not encroach on other persons or their property.

All other laws are part of the grand, corporate scheme to control people and collect money from them. They believe victimless violations are not crimes. For example, driving under the influence and speeding are not crimes unless the driver crashes and someone is victimized. The sovereign view of the federal government is summed up on the sovereign content website, <http://www.buildfreedom.com/tl/pct07.shtml>, with, "The enemy wants to rob you. That's how he gets his income and makes a living. Ultimately, it's your own determination, ingenuity, and resourcefulness that will deflect the enemy to seek out an easier mark."

Opting Out

Many sovereigns seek to opt out of their U.S. citizenship by filing or recording legal—or legal-appearing—documents. The documents state that the sovereign rejects any "hidden or adhesion contracts" supposedly triggered by things such as using Federal Reserve Notes, a bank account, a social security number, a driver's license, state license plates on a car, tax returns, birth certificates, marriage licenses, public school systems, declaration of U.S. citizenship, voter registrations, or even 2-letter state abbreviations and zip codes. However, many sovereigns concede that it is difficult to actually not use any of those things, so they conform under protest. Behavior like the driver's in Las Vegas may be common.

Who Are They?

The Southern Poverty Law Center estimates that there may be as many as 300,000 sovereigns in the United States, with varying degrees of commitment to the cause. Their individual motivations may range from a desire to not pay taxes to a true and deep sense of patriotism and dissatisfaction with the current federal government. They may simply protest the current system, but actually follow the rules, or they may reject the system entirely and follow no regulatory rules at

all. Most fall somewhere in between. There are many of them, and they can be found all over the United States.

Criminal Behavior

Most of the sovereigns' crimes are nonviolent, such as fraudulent liens and tax evasion, but some are very dangerous. Many sovereigns identify with Revolutionary War Minutemen or militia movements. Their forums on the Internet commonly have references to defending their perceived rights with violence if confronted by law enforcement. The tragic murders of two Saint John Parish Louisiana Deputies in August 2012 and two West Memphis, Arkansas, Police Officers in May 2010 give testimony to the dangers some sovereigns pose. Since the year 2000, at least six officers have been killed by known sovereigns.

Officer Safety on Traffic Stops

Recognize danger signs. Many sovereigns are public about their beliefs and will advertise them on their vehicles. "No Trespassing" or "Don't Tread On Me" signs or obviously unofficial license plates can warn an officer of a possible encounter with a sovereign. Officers must approach these individuals with a heightened sense of caution and request backup immediately. The most common tactic for sovereigns is a steadfast refusal to provide information or comply with simple instructions. They may respond to any question with a counterquestion like, "Under what authority are you detaining me?" They also may even produce an official-looking questionnaire with distracting content like, "Will public servant read aloud the portion of the law authorizing the questions public servant will ask (yes or no)," to delay and confound the officer. See a good example of a sovereign questionnaire at http://www.rexano.org/RegAgency/Public_Servant_Questionnaire%20adapted_by_Bob_Hurt.pdf.

One response to these tactics is a patient but guarded and methodical approach to find the information needed. Establish the individual's identity. Ask about weapons and keep the individual under close watch by your backup. Get the vehicle identification number. As stated on the sovereigns' website, their goal is to make the contact so difficult and confusing that the officer chooses to simply ignore violations. A grow-

ing tactic is videotaping every encounter. Take videotaping in stride, and behave with your customary professionalism. If they are videotaping, they are in essence acting as a freelance journalist and are within their rights. I always ask where the tape will be posted on the Internet, so I can enjoy watching myself later. When you know what you need to know, take the appropriate enforcement action.

Conclusion

The sovereign movement is probably here to stay, in some form or another. Although sovereigns present some special challenges, professional law enforcement agencies are dealing with them successfully every day. Educate yourselves, do not underestimate the danger, and act in collaboration with allied agencies. ❖

How Can a Chief Help?

- Ensure officers are educated about the sovereign citizen movement and the dangers sovereigns might pose.
- Be sure that your patrol and safety training includes current information about sovereigns.
- Beyond the immediate physical danger of violence, some sovereigns embark on campaigns of filing false liens and harassing lawsuits against perceived enemies like officers. Can your agency's legal counsel assist an officer victimized by a sovereign?
- Many sovereigns are mobile and actively seek to minimize their footprints in government databases, so information sharing with allied agencies might be essential. Good intelligence may lead to identifying potentially violent sovereigns, so an agency can respond effectively.

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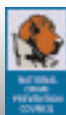


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Where do the good ideas come from?

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.

Brooklyn Center Police Department Uses TurningPoint Software to Improve Training, Communications

The Brooklyn Center, Minnesota, Police Department (BCPD) serves a multicultural community of approximately 31,000 on the northwest border of Minneapolis. The BCPD is committed to working with community members to build safer neighborhoods, improving residents' knowledge of police procedures and laws, increasing officers' understanding of diverse cultures, and engaging in two-way communication to build trust between officers and residents.

Monique Drier, the BCPD's community liaison, reports that the use of a software tool, TurningPoint from Turning Technologies, helps department personnel facilitate internal training and external communication while providing valuable data to assist the department in measuring progress toward its engagement goals. TurningPoint is a wireless audience response and polling system that works with Microsoft PowerPoint to enable real-time audience participation and data collection.

"We use TurningPoint to conduct internal training and deliver courses and information sessions at colleges and in community outreach settings," Drier said. "It's a great icebreaker in all these scenarios since we can instantly engage with the audience and start a two-way conversation. We also get valuable raw data we can use to gauge community perceptions on safety and the effectiveness of police interactions with the people we serve."

The BCPD uses TurningPoint in outreach efforts that the department conducts in 17 neighborhood sectors. Drier said the raw data her department extracts from these sessions is also useful for supporting citywide initiatives. TurningPoint polling software directly integrates with PowerPoint but also offers the options to poll with any application using a floating toolbar and conduct self-paced testing. Data is collected in detailed reports exportable to CSV, XLS, and PDF files.

Since the department serves a racially and ethnically diverse community, education and communication are vitally important. Turning-

Point is a tool that helps the department fulfill its mission.

For information, visit <http://www.turningtechnologies.com>.

Milledgeville Police Department Adopts gtechna's eCitations and License Plate Recognition Solution

Gtechna, an end-to-end electronic citations integrator, provided the Milledgeville, Georgia, Police Department (MPD) with the first of its kind, pay-per-ticket electronic citations solution bundled with license plate recognition technology (LPR). As inhabitants of the small city of 17,715, Milledgeville citizens enjoy safe and secure roads due to the MPD's continual commitment to quality police service. With this in mind, the MPD sought out a solution to the all-too-familiar inefficiencies of manual citation issuance. High personnel costs coupled with a paper trail created an administrative backlog and a steep operational overhead that made traffic enforcement an expensive and not always effective undertaking. In order to improve productivity and maintain the excellence in policing residents have come to know, the MPD chose a solution that would reduce operational costs while increasing efficiency and the safety of its citizens.

Gtechna and the MPD developed a pay-per-ticket model that allowed the police department to adopt an electronic citations system at no upfront cost and by adding LPR technology to the solution, the benefits were immediate. Two patrol vehicles were outfitted with LPR cameras, a force multiplier that flags motorists with violations such as suspended or expired licenses and expired tags. These types of violations are usually not intercepted unless a routine traffic stop is made.

"As soon as the system was up and running, within only two hours we were able to recover \$9,100 from scofflaw violations like unpaid registration," said MPD Police Chief Dray Swicord. "It was clear from the outset that pay-per-ticket was a low-risk, highly beneficial solution. We did not have the funds, but I believed the technology could bring our agency to the forefront in law

enforcement. Now I can confirm that adopting this technology was the right move."

For information, visit <http://info.gtechna.com/pay-per-ticket-ecitations>.

Fayetteville, North Carolina, Implements Mentor Engineering Fleet and Transit Management System

The city of Fayetteville, North Carolina, has implemented a technology from Mentoring Engineering to address the diverse needs of its transit, police, and fire fleets. The city is working with Mentor Engineering because of the company's wide range of product offerings.

"Mentor could provide a scalable enterprise solution, not just a transit system, and it could do it all," said Melissa Coleman, information technology project manager for Fayetteville. "It was also important that the solution be able to expand to other vehicles and departments in the future."

Mentor Streets Computer-Aided Dispatch and Automatic Vehicle Location software suite was chosen for the fixed route transit operation.

For the Paratransit Fleet, Mentor Engineering provided a custom integration between the rugged Mentor Ranger computers in the vehicles and Trapeze Novus software in the office.

"The system lets the transit dispatchers know where everything is, so if a paratransit client calls wondering where a ride is, the dispatchers can easily look and tell the customer exactly how far away the bus is."

The public safety fleet, which includes 125 police vehicles and 60 fire trucks, was outfitted with Mentor BBX vehicle tracking devices that provide real-time location information to Mentor Streets and OSSI Public Safety Software in the dispatch office.

Using the vehicle tracking functionality, "We are able to send the closest unit available to save on routing and cut down on response time minutes," said Coleman. "The system has made the biggest difference in reducing overtime and increasing employee efficiency. And for the emergency responders, it's all about cutting down on arrival times." ♦

For information, visit <http://www.mentoreng.com>.



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Law Enforcement's Continuing Role in HOMELAND SECURITY

By Michael Wagers, PhD, Director, Division of State and Provincial Police, and Staff Liaison to the Committee on Terrorism, IACP; James "Tim" Bryan, Program Manager, Information Sharing Initiatives, and Staff Liaison to the Homeland Security Committee, IACP; and Sarah R. Horn, Program Manager, Division of State and Provincial Police, IACP, and IACP/COPS Homeland Security and Community Policing Project

In a recent Gallup poll, less than one-half of one percent of respondents ranked terrorism as the most important issue facing the United States.¹ Contrast this with a similar poll taken months after 9/11, when terrorism was ranked as one of the top issues facing the country.² This data point should come as no surprise. It has been more than 11 years since we have suffered a major attack domestically, and we are facing other overriding problems now, such as the economy.

That terrorism does not preoccupy the thinking of most Americans should be seen as a victory over the radical Islamist Osama bin Laden and his followers. While we want citizens to be vigilant and to report suspicious activity to law enforcement, we do not want them to be preoccupied with concerns about terrorism. And while we want them to be partners with law enforcement in the coproduction of safety, we do not want citizens in a free and democratic society to be overwhelmed by fear.

As we have done in previous homeland security editions of *Police Chief* magazine, we have assembled a series of articles detailing how law enforcement continues to work to keep the United States safe. In fact, this edition contains prime examples of *why* and, hopefully, *how* law enforcement will continue to ensure that the threat of terrorism is not the most pressing issue facing the United States in the mind of the public.

James Davis describes the role that his state's fusion center played in preventing

the 2009 terrorism plot masterminded by Najibullah Zazi. Davis holds a unique position to discuss how the Colorado Information and Analysis Center helped disrupt the only known al Qaeda directed plot since 9/11. Before being appointed to executive director of the Colorado Department of Public Safety, Davis was the FBI special agent in charge who helped tracked down Zazi and his coconspirators. He gives a firsthand account of how the fusion center assisted the FBI in its counterterrorism (CT) mission, providing a rebuttal to the Senate Permanent Subcommittee on Investigations report, issued in September, that questioned the CT value of the National Network of Fusion Centers (NNFC).³

IACP members and staff have worked to strengthen the NNFC. The chairpersons of the Terrorism and Homeland Security committees have led the efforts of the Unified Message Task Team (UMTT). This group of state, local, and federal law enforcement officials have been working to create a cohesive approach to reporting and sharing suspicious activity and reducing the perceived conflict among agencies responsible for homeland security. This is not an easy task given that more than 17,000 agencies make up our system of law enforcement in the United States. The UMTT continues to meet, with support from Information Sharing Environment Program Manager Kshendra Paul, to find ways to expand the network and its messaging.

The Bipartisan Policy Center issued a report in December 2012 regarding online radicalization. The report noted that "[f]uture terrorist attacks against the United States and its interests will continue to involve individuals who have been radicalized—at least in part—on the Internet."⁴ This edition of *Police Chief* contains an article by Daniel Sutherland of the National Counterterrorism Center (NCTC) who discusses a model for how government can work with communities to address the dangers presented by the Internet. The twist, however, is that the focus is not simply on preventing someone from becoming radicalized, the first step to becoming a terrorist. Instead, using the same community policing principles that we know work when applied to other problems, such as gang violence,

Sutherland describes how a local law enforcement agency, federal government partners, and community leaders worked together to address this issue.

The IACP Committee on Terrorism (COT) produced a series of publications in 2012 to help law enforcement counter radicalization. These publications can be found on the IACP website.⁵ Furthermore, IACP staff is working with the Office of Community Oriented Policing Services (COPS) and other partners, such as the NCTC, to produce an online radicalization toolkit. Staff also are producing a series of case studies and a leading practices guide that demonstrate how local law enforcement are combating radicalization in their communities.⁶

This month's Officer Safety Corner presents information on the growing domestic terrorism and officer safety threat presented by so-called sovereign citizens. As Thom Jackson of the Nevada Highway Patrol discusses, a growing number of people who adhere to the sovereign citizen ideology, which rejects the authority of the federal government and most law enforcement, are turning violent. Two deputies in Louisiana were shot and killed in August 2012, and two officers from West Memphis, Arkansas, were gunned down by a father and son team who adhered to this virulent ideology in 2010. Jackson describes what law enforcement should know to promote safety in encounters with sovereign citizens who might be prone to violence.

This issue has been discussed at many IACP committee, section, and division meetings. We held a conference call, in partnership with the FBI, in August 2012 to discuss the threat. More than 200 members from the IACP State Associations of Chiefs of Police and the IACP State and Provincial Police divisions and the Midsize Agencies Section joined the call, which was hosted by COT Chairperson Mark Giuliano. We partnered with the Department of Homeland Security in January to assist them in producing a webinar on this subject. And we know from our partners at the Royal Canadian Mounted Police that this issue is not just a problem in the United States; Canada has a number of antigovernment groups with similar beliefs.⁷ Given the growing nature of the threat, especially as it presents unique

dangers to law enforcement officers, we will continue to focus on sovereign citizens and others with related views that threaten police.

Information sharing became a law enforcement mandate after 9/11. The mentality of the overwhelming majority of police leaders has become one of a willingness to share data. One issue preventing forward motion has been technology. Charlie Bush, who is retired from the Michigan State Police, provides an update on the rollout of the National Data Exchange, which aims to solve this problem; it is the nationally scaled system in the United States to share criminal justice information. Bush describes how the growth in the number of contributing agencies and searchable records is reaching a point where the system now is an invaluable tool for state, local, tribal, and federal law enforcement to fight crime and terrorism.⁸

A lot more great work is being done by law enforcement to prevent terrorism, such as the investigations conducted by the Joint Terrorism Task Forces. We have recognized some of these investigations through our IACP/Booz Allen Hamilton Terrorism Prevention Award.⁹ At the IACP, we will continue to do what we can to serve our members through our existing programming and coordinated threat calls, and we will continue to work with our federal partners on emerging and pressing issues such as cybersecurity and active shooters.¹⁰ ♦

Notes:

¹Gallup, "Most Important Problem," September 2012, <http://www.gallup.com/poll/1675/most-important-problem.aspx> (accessed December 14, 2012).

²Karlynn Bowman and Andrew Rugg, "Americans and the Terrorism Threat 10 Years After 9/11," *The American*, August 31, 2011, <http://www.american.com/archive/2011/august/americans-and-the-terror-threat-10-years-after-9-11> (accessed December 14, 2012).

³U.S. Senate, Homeland Security and Governmental Affairs Permanent Subcommittee on Investigations, "Federal Support for and Involvement in State and Local Fusion Centers," October 3, 2012, <http://www.hsgac.senate.gov/subcommittees/investigations/media/investigative-report-criticizes-counterterrorism-reporting-waste-at-state-and-local-intelligence-fusion-centers> (accessed December 14, 2012). The IACP's response to this report, called "Joint Statement," can be found on the IACP's YouTube channel, <http://www.youtube.com/theiacp> (accessed December 17, 2012).

⁴*Countering Online Radicalization in America*, by Peter Neumann for the Bipartisan Policy Center, National Security Program, Homeland Security Project, December 4, 2012, <http://bipartisanpolicy.org/sites/default/files/BPC%20Online%20Radicalization%20Report.pdf> (accessed December 14, 2012).

⁵The International Association of Chiefs of Police, "Committee on Terrorism," Counter-Radicalization Resources, September 2012, http://www.theiacp.org/About/Governance/Committees/TerrorismCommittee/tabid/430/Default.aspx?utm_source=Frontpage&utm

_medium=Carousel&utm_campaign=Carousel Featured (accessed December 14, 2012).

⁶For more information on this initiative, please contact Sarah R. Horn, program manager, IACP/COPS Homeland Security and Community Policing Project at horn@theiacp.org or 703-647-7215.

⁷Discussion at the IACP Committee on Terrorism midyear meeting, Berlin, Germany, May 21–25, 2012.

⁸For more information on this initiative, please contact James "Tim" Bryan, program manager, Information Sharing Initiatives and staff liaison to the Homeland Security Committee, at bryan@theiacp.org or 703-647-6812.

⁹The IACP and the Department of Homeland Security hosted a roundtable discussion regarding cybersecurity threats and the importance of federal, state, and local coordination on December 19, 2012, at the IACP headquarters in Alexandria, Virginia.

¹⁰The 2012 IACP/Booz Allen Hamilton Committee on Terrorism Investigative Award was presented to DCIS, Southeast Field Office; the Durham, North Carolina, Police Department; FBI Raleigh Durham Joint Terrorism Task Force; the Raleigh, North Carolina, Police Department; and the U.S. Attorney's Office, Eastern District of North Carolina. The Innovative Leadership Award was presented to the Los Angeles, California, Police Department and the Los Angeles Sheriff's Department.

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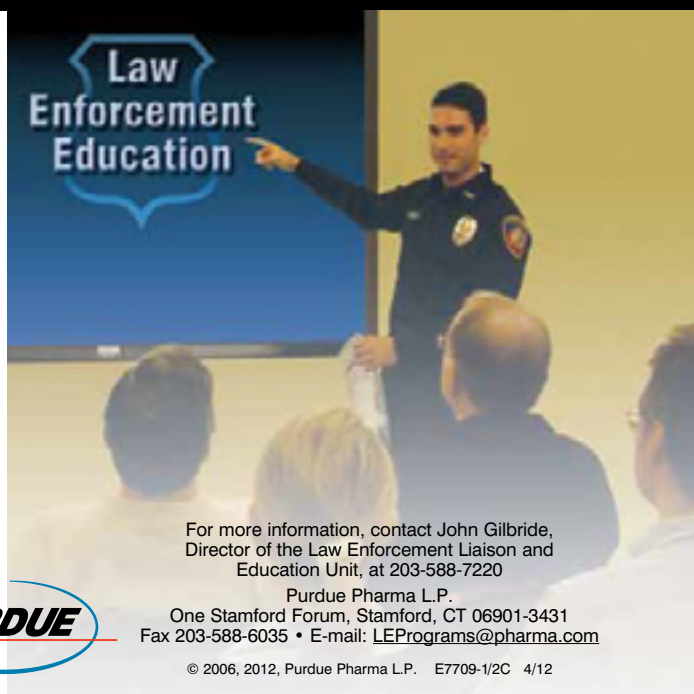
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The Role of the Fusion Center in COUNTERTERRORISM OPERATIONS

By James Davis, Executive Director, Colorado Department of Public Safety; Chair, Governors' Homeland Security Advisors' Council; and Special Agent in Charge (Retired), Federal Bureau of Investigation, Denver, Colorado

On Friday, November 16, 2012, Adis Medunjanin was sentenced to life in federal prison for his involvement in a plot to bomb the Manhattan subway system in New York City on the eighth anniversary of the 9/11 attacks.¹

That plot, masterminded by Najibullah Zazi and involving a third conspirator, Zarein Ahmedzay, represents the only known al Qaeda-directed plot on U.S. soil since 9/11. The investigation that uncovered and disrupted it was a masterpiece of cooperative efforts at the federal, state, and local levels. It demonstrates how far we have come since the days prior to 9/11.

In September 2009, when he was arrested by U.S. officials, Zazi had just turned 24 years old. He was born in the tribal areas along the Afghan-Pakistani border where true nationality is hard to define. As a boy, he followed his father to New York where he grew up a secular Muslim in Flushing, Queens, New

York. There was little in his childhood that would indicate that he would later become an al Qaeda operative. As U.S. involvement in the Afghan War intensified, Zazi became increasingly impacted by what he saw as American aggression and violence against innocent Afghan civilians.

Zazi began to spend more time at the Hazrati Abu Bakr Siddiquer, a mosque in Flushing where he fell under the influence of radical Islamic fundamentalists. Zazi felt that the U.S. involvement in the war was wrong and, as time passed, felt that he was obligated to do his part to end it.

As a permanent resident alien of the United States, Zazi had the freedom to travel back and forth to Pakistan, which he did on at least two occasions. During his first trip, he wed his first cousin in a prearranged marriage. She remained in Pakistan and bore him two children there.

On his second visit, he travelled with Ahmedzay and Medunjanin with the intent

of joining Afghan rebels in the fight against coalition forces in Afghanistan. Thwarted in their efforts to cross the Afghan border and join the mujahideen (guerrilla fighters especially in the Middle East), they drew the attention of senior al Qaeda commanders. Recognizing Zazi's and his comrades' ability to travel freely in and out of the United States, those commanders advised that the three could be of more value to the cause through action in the United States.

Zazi, Ahmedzay, and Medunjanin received al Qaeda terrorist training. As a result of relentless attacks by U.S. drones, al Qaeda training was no longer the boot camp-type training conducted in camps like those in al Qaeda's propaganda tapes. Instead, the three men received training in a home and were allowed outside for weapons familiarization only in brief intervals.

Zazi was singled out for more specialized training. He was schooled in the art of making explosives. Triacetone triperoxide (TATP), a potent and volatile explosive, was a favorite among al Qaeda bomb makers. It is relatively easy to make from items that can be purchased in retail outlets in the United States. Zazi took pages of handwritten notes that he scanned and emailed to himself.

In January 2009, after having been in the United States for less than two weeks, Zazi moved with his father to Colorado to open an airport shuttle service at Denver International Airport. Zazi filled out the appropriate forms and was granted an airport access identification card.

While in Colorado, Zazi began to develop his plan. He decided on a target in New York City. In a suicide attack set to coincide with the eighth anniversary of the 9/11 attacks, Zazi, Ahmedzay and Medunjanin would board separate subway trains crowded with rush hour traffic in Manhattan and detonate backpacks filled with explosives. Zazi believed that such an attack would bring the war in Afghanistan home to Americans, turn public opinion, and ultimately bring an end to U.S. involvement in the war.

In late August, Zazi began to gather the supplies that he needed to construct his explosives. He purchased large bottles of hydrogen peroxide at a beauty supply warehouse in Aurora, Colorado, and the other components at a local Home Depot.

He rented a room at an all-suite hotel, which included a small kitchenette where he could increase the concentration of the hydrogen peroxide by boiling it down. Zazi struggled with his recipe and had trouble combining the appropriate quantities for his mixture. Frustrated, on September 6, he sent the following email message to a contact in Pakistan: "I need a amount of the one mixing of (flour and ghee oil) and I do not know [sic] the amount."²

On September 7, 2009, growing impatient, Zazi sent two additional emails to the

same contact. The second one, "Plz reply to what I asked u right away. The marriage is ready flour and oil," was sent two hours after the first one. And, "Me and friends r all ok and plz sends me details about Right away plz [sic]."³

These three emails represent the first point at which Zazi came to the attention of U.S. intelligence and law enforcement agencies.

It was Labor Day. Except for a skeleton crew, the Denver FBI Office was empty. The first call came in to the Joint Terrorism Task Force Supervisor John Scata. The Counterterrorism Division told Scata that he needed to go to the office immediately to review classified traffic. Scata had been through this drill many times before and had grown accustomed to the notion that the traffic would not constitute the emergency that FBI headquarters had portrayed.

However, what Scata read made him realize that this was extraordinary. The U.S. Intelligence Community had intercepted messages directed to a known "bad guy" email address—an address known to be affiliated with the operational arm of al Qaeda. The messages had originated in Aurora, Colorado. What was most chilling though was the language used in the email. It is well-known in the counterterrorism arena that "marriage" refers to suicide attacks and that discussion of mixes or cake referred specifically to the explosives. Of additional concern was Zazi's reference to "friends." This was clearly a reference to coconspirators, but questions of who they were, where they were, and how many of them there were remained unanswered.

Scata wasted no time. He immediately summoned his squad from their Labor Day festivities and began a 24-hour surveillance on Zazi. He told his squad that this was no drill; they were following an operational al Qaeda terrorist.

By the following day, the FBI in Denver had instituted a 24/7 command post operation. Leave was cancelled, other cases were suspended, and agents and analysts were assigned to 12-hour shifts. Resources from the FBI headquarters and other field divisions began to pour into Denver to assist with the investigation. Special weapons and tactics (SWAT) teams were rallied a short distance from Zazi's home with instructions to attempt to interdict if the investigation indicated that Zazi was about to become operational.

Analysts worked around the clock on classified and unclassified systems in an attempt to learn all there was to know about Zazi, his family, and his associates. Aurora Police Chief Dan Oates, Denver Police Chief Gerry Whitman, Arapahoe County Sheriff Grayson Robinson, and Colorado State Patrol Colonel Jim Wolfenbarger—all members of the JTTF Executive Board—were

read in on the threat. Grasping the serious nature of the threat, each law enforcement leader pledged all available resources to assist in the investigation.

Colonel Wolfenbarger, who had operational command over the state's fusion center, the Colorado Information Analysis Center (CIAC), put the resources of the CIAC at the disposal of the FBI.

Also within the first 24 hours of the investigation, Zazi had rented a car and was driving, in excess of 100 miles per hour east from Denver on Interstate 70. The FBI contacted the Colorado State Patrol, which was able to stop Zazi just west of the Kansas

border. Zazi explained to the trooper that he was on his way to New York to check on his coffee cart business. The trooper was able to gauge Zazi's demeanor and glance around the inside of the passenger compartment of his vehicle, but not much else.

The investigation was conducted at a frenzied pace. Authorities knew that Zazi intended to go operational and that his intended attack was imminent. They also knew that Zazi worked at the Denver International Airport and had an identification card that permitted him access to the airport. Unknown, however, were his target or targets and the number

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or identities of the others in his cell. Law enforcement believed Zazi was headed to New York, but whether he was headed there to conduct an attack or was running from something he had set in motion in Denver was not clear.

As the investigation progressed, the JTTFs in Denver and in New York worked closely together to identify Zazi's associates, including Ahmedzay and Medunjanin. They found evidence of their travel together to Pakistan. In New York, Zazi's rental car was towed from a street parking spot and searched. Agents found his laptop computer in the trunk. A search of his hard drive revealed the bomb-making notes that Zazi had taken in Pakistan and emailed to himself.

Investigators now had the emails sent to a known operational element of al Qaeda, with its clearly coded language. They knew that Zazi and at least two associates had traveled to Pakistan. And now, they had Zazi's notes that explained in detail the process for producing the TATP.

Intense surveillance, along with contact by law enforcement with an associate of Zazi, revealed to Zazi that the FBI was aware of his plan. He decided to abort the strike and return to Denver. Again, however, his motive for leaving New York was unknown to authorities.

In New York, in concert with the New York City Police Department, the FBI deter-

mined that a preemptive strike was necessary. SWAT teams, evidence response teams, JTTF agents, and task force officers were all assembled to conduct late-night raids on the homes of Zazi's New York associates. Searches of those residences revealed evidence of his plan. Several brand-new backpacks were seized from one of the residences, leading investigators to believe that the attack could have been a suicide attack similar to the 2005 attacks in London.

While some evidence was recovered, officials still lacked specificity on Zazi's plan. More importantly, they lacked sufficient evidence to make arrests with any assurance that they were taking out the entire cell.

The raids conducted in New York also alerted the media to the threat. The response of the media in New York and in Denver was unprecedented. Information indicating that Zazi was at the center of the investigation leaked quickly. He became subject to intensive media pressure. News crews camped outside his residence. Reporters knocked at his door requesting interviews. It became clear to Zazi that he could not return to his normal life in Denver.

Reeling under the intense media scrutiny, Zazi contacted a lawyer. Through his lawyer, Zazi requested an interview with the FBI. Zazi intended to talk to the FBI to "clear his name." Over three days, Zazi met with FBI agents. At the start of the interview, Zazi

denied any terrorist connections. It was not long, however, before Zazi began confessing to many of the details of his trips to Pakistan and training by al Qaeda.

The FBI was concerned about how easily it had seemed to extract the confession of Zazi. He had essentially admitted to being an al Qaeda terrorist in the first interview. The worry was that he had come in to distract investigators from other operatives who might have been actively preparing an attack.

In fact, in Zazi's initial interviews with the FBI, he refused to provide information on other members of his cell. As he began to feel pressure to identify them, he stopped cooperating. Having delayed his arrest in hopes of continued cooperation, the FBI arrested Zazi in his home on September 19, 2009, on a charge of lying to federal agents in a matter of international and domestic terrorism. Zazi's father, Mohammed Wali Zazi, was taken into custody on those charges as well.

After his arrest in Denver, Zazi was flown to New York and held in the Metropolitan Correctional Center. He was indicted in New York on September 22 in a superseding indictment charging him with conspiracy and attempt to use weapons of mass destruction.

Within a month, Zazi resumed his cooperation, eventually providing enough information to indict Ahmedzay and Medunjanin.

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On February 22, 2010, Zazi pled guilty to charges of conspiracy to use weapons of mass destruction (explosive bombs) against persons or property in the United States and conspiracy to commit murder in a foreign country and providing material support to al Qaeda. Two months later, Ahmedzay pled guilty to the same charges.

Both Zazi and Ahmedzay testified for the prosecution in Medunjanin's trial in April 2012. They provided details of their trip to Pakistan, their attempt to enter Afghanistan to join the Taliban, and their training at the direction of al Qaeda. At the conclusion of the four-week trial, the jury needed just one day to find Medunjanin guilty of conspiring to use weapons of mass destruction, conspiring to commit murder of U.S. military personnel abroad, providing and conspiring to provide material support to al Qaeda, receiving military training from al Qaeda, conspiring and attempting to commit an act of terrorism transcending national boundaries, and using firearms and destructive devices in relation to these offenses.

Medunjanin's sentencing leaves only the sentencing of Zazi and Ahmedzay to conclude what is likely the United States' most successful domestic counterterrorism operation. It should serve as a blueprint for the successful integration of resources from local, state, and federal law enforcement as well as the U.S. Intelligence Community

in addressing the most significant threats against U.S. national security.

The Value of Fusion Centers

The investigation of Zazi and his cell not only established a protocol for the successful integration of resources in addressing a terrorist threat but also was the first opportunity to highlight the value of fusion centers in the counterterrorism arena.

During the Zazi investigation, when the FBI determined that Zazi had been buying hydrogen peroxide from beauty supply stores, it became an investigative priority to determine if there had been other large purchases of hydrogen peroxide elsewhere in the state. Using the Colorado state fusion center's network of terrorism liaison officers (TLOs), the FBI was able to immediately access hundreds of officers in the most remote parts of the state. These officers were tasked to contact local beauty supply stores in an effort to determine if there were other suspicious purchases. Later, when trying to determine whether Zazi and his coconspirators had hidden caches of explosives or weapons, the TLO network was again utilized to identify and canvas storage facilities throughout the state.

The use of TLOs (sometimes referred to as intelligence liaison officers), coordinated through state fusion centers, adds significantly to the counterterrorism apparatus

within the United States. TLOs are first responders, primarily police officers and firefighters, who receive specialized training in terrorist traits and practices and in recognizing warning signs of terrorism and details on the conduct of federal terrorism investigations. TLOs then act as force multipliers for the JTTF—the eyes and ears in the most remote parts of the state. Colorado's TLO program now claims more than 700 active members who in regular communication with the CIAC receive and report terrorism-related as well as other nonterrorism, criminal, and public safety information.

Lacking a TLO program and a state fusion center to operate it, the FBI would have to dedicate agents or task force officers to travel throughout the state to conduct that investigation. Or, at the very least, the agency would have to contact individual departments across the state, requesting that they assist with the investigation. Either way, it would have required a diversion of precious resources from other critical investigative endeavors.

Ironically, a little more than one month prior to Medunjanin's sentencing, on October 3, 2012, the Senate Homeland Security and Governmental Affairs Permanent Subcommittee on Investigations (PSI) issued a report that was highly critical of state and local fusion centers, saying in its press release that accompanied the report, "[S]tate and local



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intelligence 'fusion centers' [have] not yielded significant useful information to support federal counterterrorism intelligence efforts."⁴

It is interesting that the PSI report specifically addressed the Zazi investigation, concluding, "This examination does not diminish Colorado officials' support of the FBI investigation into Najibullah Zazi. But it does indicate that much of the contribution attributed to CIAC came from state troopers and could have—hopefully, would have—occurred absent a fusion center."⁵

While Colorado officials are moved by the recognition of their efforts, they would remind the subcommittee that "hope" is not a strategy. Breakdowns in cooperative efforts have plagued law enforcement for years and were at the very heart of the criticism of the FBI and other federal agencies in post-9/11 studies and investigations.

While it is true that there currently exists a strong collaborative relationship among the Denver office of the FBI and the Colorado State Patrol, it is naive to think that, outside of a formal system, law enforcement and intelligence agencies will naturally and seamlessly cooperate in dealing with the most serious threats that face U.S. security.

In the executive summary of the 9/11 report, the commission said:

[N]o agency can solve the [information sharing] problems on its own—to build the

*network requires an effort that transcends old divides, solving common legal and policy issues in ways that can help officials know what they can and cannot do. Again, in tackling information issues, America needs unity of effort.*⁶

The operation of fusion centers that link agencies through full-time or part-time presences, with established and formal protocols as well as memoranda of understanding, creates such a network. Fusion centers provide a formalized environment allowing the successful integration of law enforcement and intelligence community resources, as called for by the 9/11 Commission Report.

During the Zazi investigation, the CIAC performed precisely this mission. It served as the link between federal agencies and their state and local counterparts.

The PSI report seems to focus on analysis of counterterrorism intelligence information. In so doing, it misses the true value of fusion centers, which is to *fuse* intelligence and disseminate it to the appropriate authorities. Fusion centers collect information from across the state, serving as a single point of contact for local agencies, and transmit that information to the JTTF. And, as in the Zazi investigation, they do the reverse, transmitting requests for information from the JTTF to locals and coordinating the response.

Detailed analysis of counterterrorism intelligence is not the role of the fusion center. In such cases, the FBI and the DHS have sufficient analytical resources to address threat information. In fact, the last thing that the JTTF wants is for a fusion center to delay the reporting of terrorism intelligence by conducting its own analysis of the information.

The true purpose of the PSI report was to expose wasteful spending in the State Homeland Security Grant Program. In our current fiscal state, this is truly a laudable endeavor. It would be difficult to argue that, in the years immediately following 9/11, there was not a rush to spend money without the formulation of a solid, long-term plan. However, targeting the funding of fusion centers, readily identified by law enforcement agencies and organizations across the board as effective and important tools in combatting both terrorism and other crime, is misguided.

A knowledgeable review of the facts of the Zazi investigation serves to directly contradict the findings of the Senate report. It makes little sense to seek to end vital federal funding for a program that played an important role in the country's most successful domestic counterterrorism operation. ❖

Notes:

¹United States Attorney's Office, Eastern District of New York, "Al-Qaeda Operative Sentenced to Life Imprisonment in One of the Most serious Terrorist Threats to the United States Since 9/11," press release, November 16, 2012, <http://www.justice.gov/usao/nye/pr/2012/2012nov16b.html> (accessed December 21, 2012).


²From the author's notes, confirmed with Supervisory Special Agent John Scata, Joint Terrorism Task Force, Denver, Colorado.

³Ibid.

⁴Homeland Security and Governmental Affairs Permanent Subcommittee on Investigations, "Investigative Report Criticizes Counterterrorism Reporting, Waste at State and Local Intelligence Fusion Center," Wednesday, October 3, 2012, <http://www.hsgac.senate.gov/subcommittees/investigations/media/investigative-report-criticizes-counterterrorism-reporting-waste-at-state-and-local-intelligence-fusion-centers> (accessed December 11, 2012).

⁵United States Senate Permanent Subcommittee on Investigations, Committee on Homeland Security and Governmental Affairs, *Federal Support for and Involvement in State and Local Fusion Centers*, October 3, 2012, <http://www.hsgac.senate.gov/download/?id=49139e81-1dd7-4788-a3bb-d6e7d97d97d04> (accessed December 17, 2012).

⁶National Commission on Terrorist Attacks upon the United States, *The 9/11 Commission Report: Final Report of the National Commission on Terrorist Attacks upon the United States*, Executive Summary, 25, http://govinfo.library.unt.edu/911/report/911Report_Exec.pdf (accessed December 17, 2012).



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Using Principles of Community Policing to Address Online Radicalization to Violence



By Daniel Sutherland, Chief,
Countering Violent Extremism
Group, National Counterterrorism
Center, Washington, D.C.

Many types of predators use the Internet to ensnare young people. The online environment allows dangerous people to communicate with young people directly, in familiar environments and with little detection from parents and other responsible adults. Law enforcement agencies know all too well that youth in their jurisdictions can be put in harm's way by these online predators. Law enforcement agencies have been proactive in dealing with these emerging threats to their communities through tools such as Internet safety educational workshops. These tools also can be a significant asset to empower parents to counter another kind of emerging threat online: recruitment by violent extremists.

Federal partners such as the U.S. Department of Homeland Security, the U.S. Department of Justice, and the National Counterterrorism Center (NCTC) work together with local law enforcement and nonprofit groups to identify ways that local communities can prevent young people from being attracted to the deceitful messages of terrorist groups. The NCTC

recently collaborated with a sheriff's department, federal government partners, and community leaders to educate a local community about Internet safety, including online terrorist recruiting.

Internet Safety Workshops

Many law enforcement agencies use Internet safety presentations to build public awareness of online threats. In a presentation in Northern Virginia, for example, parents learned from a skilled sheriff's deputy about Internet safety and about dangers teens face from social networking sites, sexting and texting, cellphone technology, laptops and desktop computers, and gaming. Instructors educated parents about what they can do about these situations. The sheriff's office highlighted how parents need to better understand the technology that their children are using and about how they need to talk openly and regularly with their teens about these issues. The parents also learned how to be educated consumers of technology and follow their children's online and cellphone activities.

After such presentations, parents are often shocked at the ways predators reach their teens and at the surprising ways kids behave online. They leave with their eyes open and with a renewed desire to better monitor their children's activities online and on cellphones. Law enforcement agencies often receive higher reporting rates of online incidents as a result of such workshops.

Integrating Awareness of Online Radicalization to Violence

When a local imam attended this workshop, he left feeling empowered—and he left seeing an opportunity. The imam believed that the presentation addressed many of the online predatory threats facing American communities, but it did not address all the increasing efforts of terrorists to use the online environment to recruit new supporters. He realized that online recruiting practices of terrorist organizations had similarities to other types of online predators. By using chat rooms, websites, and social media, these organizations hope to reach young people without parental knowledge and manipulate them into believing a twisted message about the world. The process of recruiting followers online to adhere to a violent ideology has been effective yet relatively unknown to the American public. The imam realized that the parents at his mosque had little knowledge of this process or of their kids' online activities.

For instance, when five young men disappeared from Northern Virginia allegedly to attend Pakistani terror training camps, their parents had no idea of the Internet communications that may have contributed to their decision. They were not equipped to recognize the signs that their children were adopting new and violent ideologies. As a leader of his community, the imam felt responsible to educate others about the threats that linger online.

So, the imam hosted two Internet safety workshops at his mosque. More than 100 parents attended both workshops. The local sheriff's office and FBI Washington Field

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If you have any questions, please contact Robby Jacobsen at jacobsen@theiacp.org or (800) THE-IACP, ext. 316.



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Office provided the first presentation on safety from child predators. For the second presentation, the workshop switched to focus on a different type of predator—terrorist recruiters. The NCTC presented on the ways terrorist organizations use the Internet to attempt to recruit new supporters and to distribute their violent narrative. Then, a community group known as Muflehun described the ideology of terrorism, the history of terrorist activity, and possible Muslim American community responses to such a threat. Muflehun talked about the way parents should counsel their youth on ideology and form a spiritual safety net for them.

When discussing violent extremism in these workshops, community organizations like Muflehun are invaluable. Federal agencies such as NCTC can play a key role by explaining the latest developments about the online threat. But when the topic turns to action, community leaders such as the imam and the experts at Muflehun play the central role. They have the expertise and the credibility necessary to lead these discussions. Muflehun focuses on preventing and countering radicalization to violent extremism through its research, community programming, and social media initiatives. Muflehun's perspective is similar to the imam's and that of federal agencies; it is an understanding that communities often have limited knowledge of the nature of the threat and do not know what actions to take to protect young people. Therefore, awareness programs for parents and young people are essential.

Muflehun, similar to other community organizations, believes that youth, families, and communities must be an active part of the solution, both in preventing radicalization to violence and in interventions that might be needed. The group also believes in the need for trusted relationships among communities, law enforcement, and government at all levels, built through consistent long-term engagement and partnerships. In addition to making a presentation on Internet safety, Muflehun also leads programs such as community seminars

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on identifying and reporting hate crimes and bullying in schools and workshops on designing social media strategies for countering online radicalization to violence.

Why This Approach Works

There is some objective evidence that these workshops can be effective. In both workshops, Muflehun distributed evaluation sheets for the participants. In evaluations of the sexual predator portion of the training, approximately 90 percent of parents rated the training at the highest or next highest rating. In evaluations of the discussion about violent extremism, almost the same number—in this case, 80 percent—rated it positively under categories such as “learned a lot” or “useful.”

Other local law enforcement agencies can use similar venues for educating parents about the threats of violent extremist recruiting online. Some workshops might be focused on Internet safety, bullying, or gang recruitment, but all can allow a discussion to naturally start about prevention of radicalization to violence. While discussions of radicalization to violence can be very challenging and sensitive, these community awareness workshops offer a successful platform to have these important discussions. It is important to note that local law enforcement and their community policing techniques were highlighted as key elements of the White House’s national strategy to counter violent extremism.

For law enforcement agencies that want to replicate such workshops, several factors should be considered.

Start with Trust. Before law enforcement agencies can engage communities on sensitive topics like violent extremism, they need high levels of trust with communities. The local imam believed that the success of this project originated from the openness and accessibility of the sheriff’s department. While resources for community engagement programs in law enforcement departments can be limited, proactive investment in positive relationships with community leaders will increase reporting, situational awareness, and community resilience against crimes. Form these relationships in advance of a problem arising and in advance of discussing sensitive topics like violent extremism.

Use Community Policing Resources. When engaging communities on topics such as this, law enforcement agencies should use their community policing, crime prevention, or public affairs sections, or a combination of the three, to conduct these workshops. The purpose of these workshops should be to build confidence and awareness on how to prevent crime, rather than to collect information that might be used in future investigations. If it appears otherwise, trust will be eroded.

Work with Engaged Community Partners. The imam had a personal interest in doing this work in his community. Identify similar community leaders who have credibility in and the trust of their communities and who are interested in addressing the topic. Invite them to host the workshop. If the community sees that their leaders are engaged, they are more likely to engage.

Engage Federal Partners. Federal partners, like the FBI field office or U.S. Attorney’s office, may already have strong relationships with community groups who are interested in this topic, and they can offer expertise in this area.

Differentiate Roles. Government or law enforcement should address public safety topics. Discussion of ideological motivations in violent extremism or religious aspects of these issues should be left to a nongovernment community partner to discuss.

If your agency is interested in learning more about this workshop, please contact Sarah Horn at horn@theiacp.org, Daniel Sutherland at DanielWS@nctc.gov, or Humera Khan at humera@muflehun.org. ❖

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**By Charlie Bush, Major (Retired),
Michigan State Police; and IACP
N-DEX Outreach Liaison**

Enhancing Criminal Justice and Homeland Security Capabilities: N-DEX Fulfilling Its Vision to Support Law Enforcement

The National Data Exchange (N-DEX) became operational March 18, 2008. Long before the first records were put into the system, however, the catalyst for N-DEX's success was put in place through the process that supported the system's creation.

A nationwide position paper on 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 2005.¹ This paper was in support of, and not in conflict with, the efforts of the FBI's Criminal Justice Information Services (CJIS) Division. The recommendations for system development, administrative support and oversight; sustainment considerations detailed in the position paper; and the front-end buy-in by the leadership of the major law enforcement associations were critical early steps in the development of N-DEX.

The mission of N-DEX, "To provide law enforcement with a powerful new investigative tool to search, link, analyze and share law enforcement/criminal justice information such as, incident/case reports, booking and incarceration data, and parole and/or probation data on a national basis to a degree never before possible,"² has provided additional structure and guidance. The mission can be thought of as "what" is N-DEX going to do, while the N-DEX vision explains the "why" behind the effort. The N-DEX vision is "[t]o share complete, accurate, timely, and useful law enforcement/criminal justice information across jurisdictional boundaries and to provide new investigative tools that enhance the nation's ability to fight crime and terrorism."³

Implementing N-DEX enhancements and expansions has followed a systematic and structured process. Where the position

paper provided a firm foundation on which N-DEx could be built, the system has developed under the close review and the support of the Advisory Policy Board, its working groups, and various subcommittees. This process has allowed criminal justice professionals active involvement in system operational, technical, and policy developments.

More than 3,850 law enforcement agencies—21 percent of state, local, and tribal agencies—are now submitting data to N-DEx. As of November 2012, the system contained more than 145 million records (an increase of 20 million records from November 2011) and one billion searchable entities (an increase of 220 million entities from November 2011).

It is this growth in the number of contributing agencies, searchable records, entities, and the number of criminal justice practitioners who access N-DEx that provides the opportunity for N-DEx to fulfill the vision of enhancing the ability of U.S. federal, state, local, and tribal law enforcement officers to fight crime and terrorism. As use of the system expands, the number of successful outcomes also continues to grow. As originally envisioned, use of N-DEx has provided investigators with information to identify connections from their active investigations to investigations that have been submitted by other agencies, using disparate records management systems and geographically distant data. In short, no other mechanism or system exists that would have allowed this “connection of the dots.”

Case Studies

N-DEx crosses state boundaries to solve a homicide. During a homicide investigation in spring 2010, a Hood River County, Oregon, Sheriff's Office detective determined that the suspects lived out of state. Using N-DEx, the detective discovered records from the Los Angeles County, California, Sheriff's Department (LASD) containing information on the suspects, including information on several associates residing in California. Coordinating with the LASD detective listed as the point-of-contact in one of the records, the Hood River County detective eventually was able to develop the case to the degree that one of the suspects could be arrested in California. Thereafter, the detective was able to interview the suspect in Los Angeles and obtain additional information important to the case.

Three convictions resulted from this case. The shooter in the case was convicted of aggravated murder and received a sentence of 37 years to life. The two female accomplices had been charged with homicide, but they agreed to testify against the shooter and were convicted of first degree robbery and received sentences of eight-and-a-half years.

N-DEx helps to locate a murder suspect. N-DEx was used in Delaware to enhance officer safety and awareness while officers protected a woman and her children during a special weapons and tactics (SWAT) operation to arrest a homicide suspect.

A suspect and two coconspirators allegedly conducted a home invasion in Philadelphia, Pennsylvania, in spring 2008. During the home invasion, the owner of the residence was shot and killed. A suspect from the homicide was identified as one of the defendants in a subsequent Philadelphia Police Department investigation, and an arrest warrant was issued in summer 2011.

The FBI Philadelphia Violent Crimes Squad assisted in the investigation, and the suspect's name was queried in N-DEx for additional information. The N-DEx results indicated the Wilmington, Delaware, Police Department had contact with the suspect in 2010 regarding a domestic abuse case. This information corroborated a possible home address for the suspect. It also noted the possible presence of the suspect's wife and two small children. The possibility that children may be present during the execution

The CJIS Advisory Policy Board (APB)

“The FBI established the CJIS Advisory Process to obtain the user community's advice and guidance on the operation of all CJIS programs. The philosophy underlying the advisory process is one of shared management; that is, the FBI along with local and state data providers and system users share responsibility for the operation and the management of all systems administered by the FBI, for the benefit of the criminal justice community. The APB is responsible for reviewing appropriate policy, technical, and operational issues related to CJIS Division programs and for making appropriate recommendations to the FBI director.”*

*U.S. Department of Justice, Federal Bureau of Investigation, Clarksburg, WV, October 19, 2011, http://www.whitehouse.gov/sites/default/files/apbucissue1_3.pdf (accessed December 3, 2012).

of the arrest warrant was relayed to case agents in the Philadelphia and Wilmington police departments and the FBI Wilmington resident agency.

Wilmington FBI agents and a Wilmington Police Department SWAT team executed the warrant, and the suspect was arrested without incident in Wilmington. Prior to the arrest in Delaware, the suspect was not part of any active case in Delaware.

Due to the distance and the disparate records management systems, the connections that assisted in the successful outcomes of these two cases would not have been possible except for the participation in N-DEx by both of the involved law enforcement agencies.

In June 2012, another important step forward occurred when N-DEx shifted from an emphasis on seeking records from only law enforcement agencies to reaching toward the full life cycle of the criminal justice process, including booking, prosecution, judicial, incarceration, probation, and parole information. By the end of November 2012, three states' departments of corrections had joined N-DEx as submitting agencies. This shift did not represent a new strategy but rather the implementation of the strategy that was built into the structured, phased implementation plan.

Criminal justice leaders who want to participate in N-DEx have two options to consider:

- They can access the system to query against records submitted to N-DEx by other criminal justice agencies; or
- They can submit records into the system, allowing those records to be accessed by other authorized N-DEx participants.

Accessing N-DEx to query against records is an easy first step for an agency. There is no charge for access, and no special software is needed. Generally, all that is needed is access to the Internet, a Law Enforcement Online (LEO) account, and approval from the state's CJIS system officer. An agency does not have to submit data in order for agency personnel to have access to N-DEx. There are computer-based training modules that can be accessed from the LEO homepage to assist in policy and operational training for those with approved access. Both the FBI N-DEx Project Office and the team at the IACP are also available to assist with training questions.

Steps to Secure N-DEx Access

1. Obtain an LEO membership. Applications can be found on the LEO website at <http://www.leo.org>.
2. Log in to the LEO Enterprise Portal.
3. Select the "My Services" tab, select the "LEO" icon, and choose "Yes" to exit the portal.
4. Locate the N-DEx icon on the bottom right of the LEO home page in the "Spotlights" section, and click the "Request N-DEx Access" link.
5. Choose the "Federal," "States," or "Tribal" link corresponding to your agency.
6. Locate your sub-SIG (listed alphabetically), and click "Request Access."
7. Click the "I Meet the Criteria" link. In the text field, it is mandatory to enter
 - your supervisor's name,
 - your supervisor's phone number,
 - your originating agency identifier, and
 - your email address.

If you receive a message stating you do not meet the criteria for N-DEx access, please call LEO Technical Support at 888-334-4536, and provide your National Crime Information Center originating agency identifier. You may then return to request access to N-DEx.

8. Click "Submit" to forward your request.

The moderator will review your request. When your request access is approved, an email will be sent to your LEO account alerting you that your N-DEx account is now accessible.

Although the access question is the easy step, agencies also should strongly consider submitting records into the system. System access is free, but there is technical work that must be done to allow for the submission of records. Generally, an agency's records management system vendor will be required to complete technical work to allow for the data submission, and it should be expected that there will be some costs for the agency for the work completed by the vendor. The FBI's N-DEx Project Office provides technical support to complete the mapping and testing process. Once the technical work is completed and the work is tested, there is no duplicate entry of information required. Beyond the technical and financial issues, there are other areas that should be considered by a criminal justice leader making a decision to submit their agencies' data to N-DEx. State and local legal requirements or guidelines for information sharing should be explored, agency policy related to victim and juvenile information should be considered, and a determination on what information the agency wants to share should be made. For law enforcement agencies, the types of data that are entered range from traffic citations to full, open access to most—if not all—agency incident reports.



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With these considerations, it is understandable why an agency might proceed with caution when deciding whether or not to submit records. Some may be inclined to make a quick decision not to submit. Leaders should not overlook the biggest reason to share their records. As explained by Kent County, Michigan, Sheriff Larry Stelma, "The benefit of N-DEx is not from the data you get, but rather in the data you give" He pointed out allowing other departments to leverage his agency's information can contribute to crime prevention and resolution in his area of responsibility, too.⁴

As N-DEx approaches its fifth anniversary as an operational national criminal justice information sharing system, its greatest opportunity for improvement lies with criminal justice leaders who determine that the effort and the resources required to authorize system access will be exceeded by the benefits of full participation. ❖

Notes:

¹Mark A. Marshall, "Understanding the National Data Exchange (N-DEx) System," PoliceOne.com, July 30, 2007, <http://www.policeone.com/communications/articles/1295732-Understanding-the-National-Data-Exchange-N-DEx-System> (accessed December 7, 2012).

²FBI, *Criminal Justice Information Services Division, (CJIS) National Law Enforcement Data Exchange (N-DEx) Policy and Operating Manual*, updated August 9, 2012, 4, <http://www.fbi.gov/about-us/cjis/n-dex/policy-and-operating-manual> (accessed December 7, 2012).

³Ibid.

⁴Ashbel T. Wall, "President's Message," *Corrections Directions* 28, no. 1 (January 2011), http://www.asca.net/system/assets/attachments/2186/ASCA_Corrections_Directions_Jan2011.pdf?1297186740 (accessed December 7, 2012).

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Mayfield Heights—Bittner, Fred W, Chief of Police, Mayfield Heights Police Dept, 6154 Mayfield Rd, 44124, (440) 442-2323, Fax: (440) 442-6360, Email: fredbittner@mayfieldheights.org, Web: www.mayfieldheights.org

Oklahoma

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Tennessee

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—Lawrence, Jason, Central Records Supervisor, Metropolitan Nashville Police Dept, 200 James Robertson Pkwy, 37201, (615) 862-7631, Fax: (615) 862-7127, Email: jason.lawrence@nashville.gov, Web: www.police.nashville.org

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—MacBride, Cheryl, Deputy Director-Services, TX Dept of Public Safety, 5805 N Lamar, 78752, (512) 424-2604, Email: cheryl.macbride@dps.texas.gov, Web: www.dps.texas.gov

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Fort Worth—Adams, George W, National Director of Operations, Univ of North TX Health Science Center, Center for Human Identification, 3500 Camp Bowie Blvd CBH-650, 76107-2143, (817) 735-5451, Fax: (817) 735-0251, Email: g.w.adams@unthsc.edu

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Virginia

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Chesterfield—Kelly, Daniel, Major, Chesterfield Co Police Dept, PO Box 148, 23832, (804) 796-7005, Email: kellyd@chesterfield.gov

Harrisonburg—McIntyre, Malcolm F, Calibration Services Manager, Comsonics, 1350 Port Republic Rd, PO Box 1106, 22801, (866) 207-5150, Fax: (540) 437-2131, Email: mmcintyre@comsonics.com, Web: www.cars-comsonics.com

Langley AFB—Wojciechowski, Kathy, Chief Law Enforcement/Air Provost, HQ Air Combat Command, 129 Andrew St Ste 260, 23665, Email: kathyw@langley.af.mil

Leesburg—Cox, Michael, Assistant Division Commander, Loudoun Co Sheriff's Office, 42035 Loudoun Center Pl, 20175, Email: michael.cox@loudoun.gov

McLean—McCue, Colleen, Senior Director Social Science & Quantitative Methods, Geoeeye Analytics, 7921 Jones Branch Dr, Ste

600, 22102, (703) 328-4328, Fax: (703) 893-8131, Email: mccue.colleen@geoeeye.com, Web: www.geoeeye.com
Smithfield—Bowman, Steven G, Chief of Police, Smithfield Police Dept, 913 S Church St, 23430, (757) 357-3247, Fax: (757) 357-6551, Email: sbowman@smithfieldva.gov

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Boscobel—Stenner, Todd M, Chief of Police, Boscobel Police Dept, 1006 Wisconsin Ave, 53805, (608) 375-4122, Fax: (608) 375-4527, Email: boscobelpd@wppienergy.org, Web: www.boscobelwisconsin.org

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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.

Jesse V. Doris, Training Officer, Seward, Alaska, Police Department

Milton Jirak, Assistant Professor, Criminal Justice Department, Union College, Cranford, New Jersey; Richmond, New York (life member)

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abrown@robertsonmarketing.com



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Product update

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



Socks

The FITS Sock Company Tracker is designed to be the go-to cold weather sock for individuals who spend the day outside in demanding conditions. The extra fine merino wool extends over the wearer's calf and provides cushioning around the foot, ankle, and calf. The exterior is reinforced with a durable nylon finish.

For information, visit <http://www.fitssock.com>.

Product Certification

MorphoTrak, the Safran Group, announces that MorphoTop Model 100R, a compact, high-speed livescan fingerprint scanner, has received certification from the Federal Bureau of Investigation. This certification covers ten-print rolled and identification flat fingerprint capture and meets the Integrated Automated Fingerprint Identification System Image Quality Standard Appendix F specification. MorphoTop is designed for economic high-speed imaging of fingerprints for background checks, civic enrollment, criminal booking, and personal identity verification purposes. The system is designed to provide effective and reliable fingerprint capture in fewer than two seconds.

For information, visit <http://www.morphotrak.com>.

Optical distracters

Laser Energetics Inc. has entered a strategic teaming agreement with CACI International Inc. to provide the Dazer Laser Light Fighting Technologies product line of laser optical distracters to the U.S. Department of Defense and other federal government organizations. Optical distracters are designed to temporarily impair the vision of adversaries, providing a force multiplier for U.S. military, homeland security, and law enforcement personnel. Over the next decade, the market for nonlethal weapons is forecast to grow as governments work to counter threats and protect citizens with better technology.

For information, visit <http://www.laserenergetics.com/dazerlaser.htm>.

Tinted eyeglasses

Revision Military introduces the Sawfly Photochromic Eyewear System. Featuring Revision's rapid light-changing technology, first introduced in its Hellfly Ballistic Sunglasses, the ballistic photochromic Sawfly lens is designed to automatically darken to a sunglass tint when exposed to sunlight and return to its clear state in the absence of ultraviolet rays. This is intended to provide a tactical edge in rapidly changing environments.

For information, visit <http://www.revisionmilitary.com>.

Alert system

F3 Technologies Inc. and Interactive Defense LLC announce the migration of the Interactive Defense System service to a free-to-use business model supported by advertising. The partnership is now focusing sales efforts on acquiring key advertising customers and large user bases through extensive municipality sales. The Interactive Defense System is designed to provide law enforcement and community members with immediate alert notifications of missing persons and criminal activities, as well as safety-related information that encourages residents to actively participate in crime prevention.

For information, visit <http://www.interactivedefense.com/f3/ids>.

Parking citation technology

Complus Data Innovations releases the IT-9000 handheld ticket writer as its latest piece of parking enforcement technology. Features include a two-megapixel color camera with flash, an

improved battery life over earlier models, an updated operating system, and a more streamlined design. The new ticket writer also has full wireless capabilities for real-time upload of ticket data and communication with pay stations and pay-by-cell technologies. Eligible clients will begin to receive the new unit at no additional cost. The replacement program guarantees that clients will not have obsolete handhelds or be forced into costly maintenance programs.

For information, visit <http://www.complusedata.com>.

Situational awareness tool

TrueVector Technologies introduces a web-based, interactive drawing solution for emergency responder web-mapping software intended for use by federal, state, and local governments, as well as emergency responder organizations. The first deployment of the technology is by Defense Group Inc., which has signed a strategic reseller agreement with TrueVector Technologies. DGI will market this drawing solution as part of its CoBRA WEB Mapping within the CoBRA Crisis Management and Emergency Response business unit. The system is designed to allow users to quickly develop situational awareness.

For information, visit <http://www.defensegroupinc.com/cobra/index.cfm>.

GPS tracking via Wi-Fi

CES Wireless announces the release of the FA-888, a GPS tracking device that operates over a Wi-Fi network. Historically, GPS tracking devices have operated over a cellular network, potentially costing the user or the fleet owner a hefty monthly fee. The FA-888, with a rich feature set, logs the data in memory and, when it enters its home Wi-Fi zone, it downloads the data automatically to the user's server. The FA-888 is designed to be compatible with many third-party tracking software systems, including free software that provides sufficient functionality for 80 percent of the market.

For information, visit <http://www.ceswireless.com>.

Clothing line

Wild Things LLC, a licensee for Smith & Wesson, unveils its second line

of apparel for men and women. The Spring 2013 line, featuring an expanded women's collection, combines performance, function, and the classic American style for which Smith & Wesson is known. Barn jackets headline the line along with men's updated cargo pants and shorts. The women's line will add a cargo shooting skirt and cargo pants,

along with upgrades to tactical features. All barn jackets incorporate numerous tactical features and use signature gun hammer zipper pulls. ❖

For information, visit <http://www.wildthingsgear.com>.

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UNIVERSITY OF LOUISVILLE

ONLINE LEARNING

Product Feature:

Training and Testing

By **Scott Harris,**
Freelance Writer

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

Technology is constantly shaping all aspects of society. Law enforcement is no exception.

Because of this, keeping up with new information is more challenging than ever. But even as technology makes it harder to keep up, it also facilitates the education process by making learning easier and more accessible.

This is where technology intersects with testing and training. Add in a still fragile economy and evolving national demographics, and the equation becomes more complex. This means that while other industries move entirely toward digital platforms, law enforcement training and testing organizations must adopt a hybrid approach. While they must deliver content more easily, that can never be the sole answer. This is an inherently human endeavor that will never completely forsake the flesh-and-blood interactions on which it is based.

"It's not unlike other new technologies. Younger agents are much more used to them," said Donald A. DiFrisco, president and CEO of International Surveillance Technology, Incorporated, a Florida firm offering continuing education to law enforcement through the National Intelligence Academy. "Obviously the economy has been tough on everybody. There are far fewer training and travel dollars available. That's why the trends around training today center around online and distance learning."

Technology is changing the way police officers are trained. General law enforcement strategy, technology, ethics, crime patterns, and even foreign languages are a few of the subjects that can be relatively easily studied online.

"Spanish proficiency is becoming critical in the public safety sector. With millions of Hispanics entering America yearly, it is becoming a necessity to know basic public safety Spanish," said Kendal Knetemann, founder of Spanish on Patrol, which offers Spanish instruction courses entirely online. "Law enforcement officers deal with a large variety of issues. They need to be prepared for situations such as DUI traffic stops and domestic situations and for building a stronger relationship with the Hispanic community. Dispatchers for 9-1-1 need to be able to communicate without body language. This is extremely difficult in an emergency situation, so it is essential that 9-1-1 knows Spanish."

Less intuitive areas are finding their way online as well. Pennsylvania-based company iSniper is one company taking marksmanship training to a whole new level by fully computerizing the shooting range and making it available without great cost or a suite of intricate equipment.

"In 20 minutes, you can have a great picture of shot placement," said iSniper CEO Andrey Safanyuk. "There's a lot of flexibility. It only takes 10 or 15 minutes to set up. When you shoot at the screen, there's not only shot placement, but you can see the gun movements as you draw it."

Digital training environments facilitate access to information, but still must be done thoughtfully in order to achieve learning objectives.

"We want to ease the burden on law enforcement to have to come to a classroom," said Banyon Pelham, an associate in research for Florida State University Panama City Public Safety and Security Program. "But we're not just putting a textbook online. We are on iTunesU; you can take classes from a patrol car. There are video pieces, audio pieces, and discussion boards available to students."

The day-to-day work of law enforcement, of course, rarely happens in a digital world. That's why, according to educators, online public safety learning often works best when it builds on a brick-and-mortar foundation. Use-of-force simulation experts IES Interactive Training, Ti Training, the Northeastern University College of Professional Studies, the Sirchie forensics training

center, and the American Public University System all combine the benefits of physical and virtual environments.

"Certainly, distance learning is becoming a desirable and important part of the development of law enforcement professionals' education and career development," said Victor E. Kappeler, PhD, associate dean and foundation professor in the School of Justice Studies at Eastern Kentucky University's College of Justice and Safety. "It definitely has advantages for place-bound individuals and those whose professional and personal lives do not lend themselves to rigid schedules. Many law enforcement personnel are finding that a blend of on-campus learning and distance learning best fits their changing lives and work assignments."

That is particularly true when considering the constant need to work with physical evidence. Nevertheless, the cost of in-person training can be prohibitive. Therefore, even when online training is not viable, institutions are finding ways to accommodate prospective learners.

"We have several clients that are interested in our crime scene collection training, but securing the training funds needed has been a challenge for them," said Tim Kupferschmid, executive director of Sorenson Forensics, based in Utah. "The feedback we have received from our clients is that, despite the online capabilities of training, the in-person course we provide is the more preferred method of training delivery."

A high number of trainers can hold specialized training at their own sites, take the classroom to the client or both. For example, the University of Tennessee's National Forensic Academy will come to your agency, Harley-Davidson offers driver training for its vehicles, and My Force offers training on its security systems.

"A lot of the things we do are onsite," said Kim Kohlhepp, manager of the Center for Testing Services and Career Development at the IACP. "We can develop simulation exercises that capture specific challenges an agency describes to us. For example, we have an in-basket exercise. Pretend you've been out of the office for a while, and you come back and there are piles of memos and emails. We re-create that experience. We also

do things like simulated press conferences. We have professional role players who are briefed with responses to different questions and scenarios that may unfold."

Indeed, the practical, everyday challenges of law enforcement cannot be lost in training, whether it is in person or online. This could include less obvious but no less important facets of the job.

"Overwhelmingly, agency training money is devoted to tactics. But when you pick up a newspaper, the stories you see about police are overwhelmingly about ethical lapses," said Mark J. Wittenberg, a former police lieutenant and now a trainer with Josephson Institute Center for Policing Ethics, which has worked with the Los Angeles, California, and the Chicago, Illinois, police departments, among others. "Ethical behavior builds trust. It's not an extra add-on of policing; it's the foundation. It's the driving force behind how we deploy the law."

Florida State's safety and security program pairs larger issues with more practical matters, so that officers are fully prepared from day one.

"It is our belief that the only way we'll be a benefit is to blend higher education with practical applications," Pelham said. "We teach skills like writing search warrants. Most of your programs are targeted to administration or research. That's great, but it doesn't help first-level supervisors. We don't even accept applications from potential faculty unless they have 10 years of law enforcement experience."

The demographics of the nation are changing as well. I/O Solutions, an Illinois-based human resources firm specializing in recruitment and promotion in the public safety sector, is developing testing programs that not only reflect these shifts but that also keep them in compliance with regulations related to diversity and help make testing and promotion programs more color-blind.

"Minority candidates may not have the same educational opportunities coming in as far as certain academic areas go," said Fred Rafilson, I/O Solutions cofounder and CEO. "But that doesn't mean they're not as motivated, hardworking, or honest. We want to focus on integrity, attitude, and drive. There are no ethnic group differences in those kinds of areas."

These changes are happening not only externally but internally, as police agency leaders search for ways to find and maintain connections between themselves and incoming officers. Communications methods may sometimes be taken for granted, but according to Bill Reilly, a retired assistant chief from the Hartford, Connecticut, Police Department and head of Finest's coaching services, that's exactly the rationale that causes trouble among the rank and file.

"When a chief's vision is known and shared, you increase the likelihood that

people will be willing and able to help you get there," Reilly said. "This has worked for years in the private sector, but it just doesn't happen much in the public sector, especially among law enforcement. Leaders often express frustration over why they are not getting the desired behaviors among frontline officers. But it's all about communication. If management displays behavioral inconsistencies, you'll see even greater inconsistency at the front line."

Effective communications can be especially tricky when interacting with international agencies and partners—or simply those with whom you are unfamiliar.

"If it doesn't fit the needs of the local area, it's not going to be sustainable," said Joseph Hauer, managing director of Arizona-based International Police Training and Consulting Services, which regularly conducts training sessions for police forces in various countries. "We deal with the political, legal, and regulatory issues facing that nation. We focus on translating training programs into the right language. Otherwise, six months down the road, there may not be any real difference." ♦

IACP National Law Enforcement Policy Center

Spotlight on..... Rapid Response and Deployment



During barricade and hostage situations, initial responders should contain suspects and secure the perimeter, pending the arrival of a tactical response team, when such containment and perimeter furthers the lifesaving mission. However, where deadly force has been employed, is reasonably likely to be employed, or continues to be employed by suspects, and when delay could result in additional injury or death, rapid deployment of available officers at the scene should be authorized when deemed necessary to prevent further injuries or loss of life.

This policy provides initial responding officers to active shootings and similar deadly force incidents with protocols for assessing the threat and performing rapid intervention tactics to limit serious injury or loss of life.

To order this policy, or for more information please visit the Policy Center at:

www.theiacp.org/policycenter

Source Listing for Training and Testing Companies

For contact information, view this article in the February 2013 issue online at <http://www.policechiefmagazine.org>.

Accident Support Services International Ltd.
Adler School of Professional Psychology
Aerovironment Inc.
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Florida State University College of Criminology and Criminal Justice
GEICO
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Harley-Davidson Motor Company
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Herzing University
Homeland Security Mgmt. Inst. of LIU-Online Learning
Hufcor Inc.

Hughes
IES Interactive Training
Institute for Law Enforcement Administration
Institute of Police Tech & Mgmt.
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Josephson Institute/Center for Policy Ethics
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LaserMax
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Law Enforcement Innovation Center
Lexipol
Lion
LoJack SafetyNet
Looseleaf Law Publications Inc.
Marymount University
MDI Traffic Control Products
Meggitt Training Systems
MetalCraft Marine Inc.
Mistral Security Inc.
MPRI/ an L-3 Division
MT2 LLC
MWL Architects Inc.
Natl Assn for Shoplifting Prevention (NASP)
Natl Criminal Justice Command College
Natl Sheriffs' Assn.
North American Rescue
Northcentral University
Northeastern University College of Prof Studies
Northwestern University Center for Public Safety
Original SWAT Footwear Co.
Otis Technology
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PIPS Technology Inc.
Police Assn for College Education
Police Foundation

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Priority Dispatch Corporation
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Quiqlite Inc.
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SIG SAUER Inc.
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Sorenson Forensics
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TASER International
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The University of Oklahoma—College of Liberal Studies
The University of Tennessee at Chattanooga
Thomas Edison State College
Ti Training Corp.
Total Recall Corporation
Trident Univ Intl.
University of Louisville—Online Learning
University of Maryland University College
University of Mississippi
University of Oklahoma—College of Liberal Studies
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University of South Florida Polytechnic
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- Indian Country Law Enforcement Section No charge
- International Managers of Police Academy and College Training Section \$25
- Law Enforcement Information Management Section \$25
- Legal Officers Section \$35
- Mid-Size Agencies Section \$50
- Police Foundations Section \$20
- Police Physicians Section \$35
- Police Psychological Services Section (initial processing fee) \$50
(Must be a psychologist. Upon admission to the section, \$50 processing fee applies to annual dues)
- Public Information Officers Section \$15
- Public Transit Police Section No charge
- Railroad Police Section No charge
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- Smaller Department Section \$20
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3. Pay by Purchase Order: Mail purchase order along with form to: IACP: Membership, 515 N. Washington St., Alexandria, VA 22314-2357

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

University/College Police Section
Provides coordinated assistance in implementing effective university policing practices and achieving an accepted professional status.

The Northern Virginia Military

Operational Validation of Geo

By Colleen McCue, PhD, Senior Director, Social Science and Quantitative Methods, GeoEye Analytics; Lehew Miller, Lieutenant, Virginia State Police, Criminal Intelligence Division, Director, Virginia Fusion Center; and Steve Lambert, Captain, Virginia State Police, Criminal Intelligence Division, Bureau of Criminal Investigations

In October 2010, someone deliberately fired a number of rounds at the National Museum of the Marine Corps in Triangle, Virginia. This was the beginning of a series of shootings that targeted multiple locations of interest to the military in northern Virginia. Five shooting incidents occurred over the next several weeks, targeting the U.S. Marine Corps (USMC) Museum, the Pentagon, and Marine Corps and Coast Guard recruiting stations, after which the shooter went dormant.

More than six months later, on June 17, 2011, Yonathan Melaku, a former Marine Corps reservist, was apprehended in Arlington Cemetery. Searches of his backpack and home revealed bomb-making materials; instructions for making improvised explosive devices (IEDs); videotaped evidence of the shootings; extremist materials; and spray paint, which he planned to use to vandalize markers in the cemetery.¹ He subsequently plead guilty to the series of shootings.

Given that these incidents were eerily reminiscent of those perpetrated by the Washington, D.C., sniper several years earlier, the public safety and homeland security challenges associated with responding to this latest series of incidents were significant. The response was further complicated given the fact that the shooter was targeting facilities of interest to the military, which are abundant in northern Virginia and the National Capital Region. Moreover, during this time, the co-occurrence of several high-profile events including the Marine Corps Marathon, Veteran's Day, and the Marine Corps Birthday further heightened the concern and complicated the response requirements. This was particularly challenging as it was unclear whether the shooter would continue to be satisfied with shooting unoccupied buildings during the night or would escalate to targeting people. Finally, the area of concern was extremely large, including multiple jurisdictions and numerous agencies. Even if the resources had existed, covering the entire area of concern was not practical.

As the agencies involved worked aggressively to respond to the shootings, geospatial predictive analytics was considered as an asset that could enable information-based decisions regarding resource allocation and optimization. By statistically characterizing the environment associated with previous or known incidents, geospatial predictive analysis allows the end user to identify statistically similar areas at increased likelihood for future or even previous, yet unde-

tected incidents. The resulting model allows the end user to focus resources on areas at increased likelihood for a future incident. This so-called area reduction supports risk-based deployment wherein resources are deployed specifically when and where they are likely to be needed.²

Representing one of the foundational elements of the predictive policing model, the primary goal of risk-based deployment is to prevent future incidents by identifying the when, where, and what of crime in support of proactive resource allocation and related tactics and strategy. The second goal of risk-based deployment is rapid response to incidents that do occur, increasing the likelihood of apprehension and associated crime reduction through arrest. Again, the ability to know when, where, and what provides the insight necessary to anticipate future incidents, which supports information-based decisions regarding the prepositioning of resources, thereby enabling prevention and rapid response. Ultimately, the ability to anticipate crime supports proactive approaches to crime prevention, thwarting, mitigation, and response—changing outcomes while enabling agencies to do more with less.³

The law enforcement community has been exploring the use of advanced analytics to support operational decisions for several years.⁴ Representing an operationally relevant and actionable extension of this model, geospatial predictive analytics is an analytic technique that can be used to assist public safety and national security professionals to make decisions about allocating resources.⁵ Used throughout the law enforcement, defense, and national security communities, geospatial predictive analytics is based on the premise that human behavior is not distributed uniformly or randomly. Rather, individuals develop certain place preferences that include attractors or enablers, as well as factors that inhibit or deter their behavior. Similar behavioral preferences are seen in the commercial sector and are exploited regularly for marketing purposes.⁶ In the operational public safety and homeland security environment, the methodology is used to identify and model geospatial preferences associated with a perpetrator's conscious and unconscious affinities and aversions, planning, and activities leading up to an incident. By applying a structured geospatial model, hundreds or even thousands of geospatial factors or variables can be fused together with past events to identify

Shootings Series: spatial Predictive Analytics

and characterize geospatial patterns of statistical similarity among criminal or terrorist location preferences. The result is a map that shows areas of low to high likelihood of a future event occurring within a given area of interest.

In contrast to other hot-spot methodologies, though, geospatial predictive analytics enables the analyst to identify new locations, including those that are not contiguous with the previous events. This is particularly important in that it provides the insight necessary to move from chasing crime as it may jump around the community to being able to effectively anticipate and get in front of it in support of proactive approaches to prevention and response.

As part of a U.S. Department of Homeland Security Science and Technology Directorate research and development project focusing on the translation of analytic methodologies developed for defense applications to the law enforcement environment, a team assigned to the Virginia Fusion Center (VFC) created a model of the first four shooting incidents.⁷ Four shooting incidents targeted facilities of interest to the U.S. military in northern Virginia October 17–29, 2010. The first and fourth shootings targeted the USMC National Museum, the second involved shots fired at the Pentagon, and the third target was a USMC Recruiting Station in Chantilly, Virginia (see figure 1).



Figure 1. Location of the first four shootings in the series, including the U.S. Marine Corps Recruiting Station in Chantilly, Virginia; the Pentagon; and the National Museum of the Marine Corps, which was shot at on two occasions.

Geospatial predictive analysis was then used to create a statistical model of the first four incidents and identify the locations

that the shooter would most likely target next, based on areas that were geospatially similar to the first four events. Given the size of the area of interest (AOI) and potential resource constraints, the thresholds on the model were set to capture the top 2 percent “most likely” areas for a future shooting. This feature enables the end user to calibrate the area reduction and identify the highest likelihood locations in a very large area, making informed decisions regarding allocation of limited or otherwise scarce resources. The resulting area reduction map has been illustrated in figure 2. As can be seen in the figure, the locations most similar to the previous incidents have been identified and highlighted on the map as the most likely locations for a future incident. Again, this analytic product visually illustrates the highest likelihood locations for a future incident in an operationally relevant and actionable manner that can be used by nontechnical end users to make information-based decisions in the operational environment.



Figure 2. Assessment layer illustrating the results of the geospatial predictive analysis on the first four incidents in the series. Due to the size of the area of interest and resource limitations, the area reduction was set to depict the top 2 percent most likely areas for a future shooting. The arrow highlights a location in Woodbridge, Virginia, included in the high likelihood area, which was the location of a subsequent shooting.

Three days after the initial product identifying high likelihood target locations was disseminated and briefed, a new shooting incident was reported (see figure 3). The fifth incident, a shooting at a U.S. Coast Guard recruiting station in Woodbridge, occurred in an area deemed high likelihood by the model, despite the lack of Marine Corps affiliation common to three of the four prior incidents.⁸ Moreover, this incident occurred in an area physically removed from the

previous shooting locations, further underscoring the importance of being able to model incidents statistically and identify new locations, including those that are physically distinct or disparate, rather than being confined exclusively to those locations that are in proximity to or contiguous with prior incidents. This particular benefit allows the public safety community to assume a proactive posture and get in front of crime rather than merely respond to each incident as it occurs.

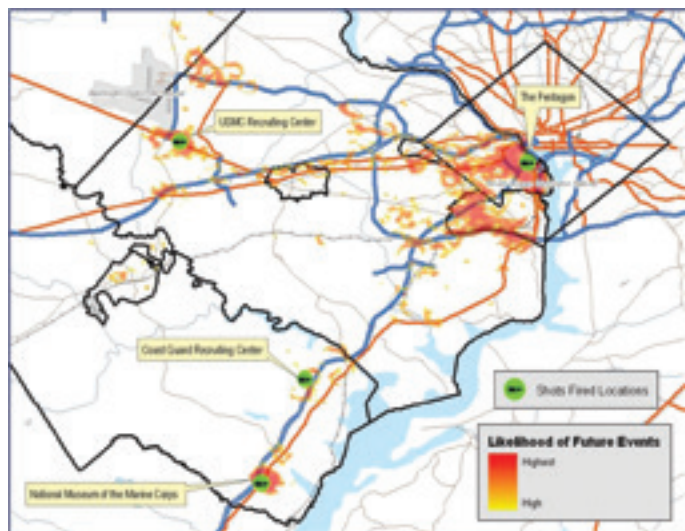


Figure 3. Three days after the analytic product was disseminated and briefed, a new shooting incident at the U.S. Coast Guard Recruiting Center in Woodbridge, Virginia, was reported. As depicted, this incident occurred in a location identified as high likelihood by the model.

After the initial validation of the model, a decision was made to share the results more broadly with the agencies responding to the series in support of resource allocation, including patrol and surveillance assets. Again, the results of the assessment were depicted visually in a geospatial environment. This format can be used to effectively convey complex statistical relationships in an operationally relevant and actionable manner that can be given directly to nontechnical end users, including operational personnel for direct use in the field. Moreover, the ability to overlay the assessment layer onto an imagery foundation layer enabled the end users to leverage their tacit knowledge regarding the community and the environmental context in support of operational planning and related resource allocation, tactics, and strategy. It also supported additional interpretation of the results with regard to environmental context including operational requirements as they related to access, egress, concealment, cover, and other physical and spatial attributes associated with the areas identified as being at high likelihood for a future incident, providing additional insight into the series. In this particular case, the assessment products were saved as shapefiles that were loaded onto laptops and carried to agencies supporting the resource deployment effort, including proactive patrol and optimization of surveillance detection assets (see figure 4). This approach enabled the team to protect the analytic products generated and associated operational plan.

Another unique benefit that surfaced in this particular series was the fact that the team was able to leverage previous experience with shooting incidents in another locality in support of the model development. Geospatial predictive analysis was used previously in Jersey City, New Jersey, to characterize shootings in support of information-based approaches to crime prevention.⁹ While not identical in either modus operandi (MO) or motive, the series

was similar enough that the models and the analytic tradecraft developed originally for use in this Jersey City case study were employed as starting points in an effort to build on an existing knowledge base and respond to a rapidly evolving public safety threat. The team also was able to share identified MO characteristics, trends, and patterns characterized previously without sharing the original data. This ability to share without disclosure and an emphasis on behavior facilitated the transfer of knowledge in an operationally relevant and actionable manner that supported effective deployment of the capability and rapid analytic response without compromising sensitive data resources. Shared technology, techniques, and tradecraft also supported the development of a virtual fusion center that tapped into existing analytic resources across multiple geographically disparate and distinct locations, including two regional fusion centers, enabling a level of functional interoperability that served as an analytic force multiplier in response to this rapidly developing threat.



Figure 4. The assessment products were loaded onto laptops and shared with agencies on a "need to know" basis in support of information-based approaches to deployment, including patrol and covert surveillance.

Given the pending high-profile events, additional specialized analyses were conducted using high-resolution geospatial data to evaluate specific locations and possible high-profile targets using sniper preference models and three-dimensional line-of-sight or viewshed analysis. Briefly, these techniques were used to analyze the space in three dimensions to identify locations where the shooter would have the line of sight necessary to effectively identify and shoot a potential target, with the standoff similar to previous incidents. By integrating these capabilities with the geospatial predictive assessments, the analysts were then able to visually illustrate areas of place preference for the shooter, which also allowed for the standoff consistent with the previous incidents and the line of sight necessary to actually take the shot. In other words, the combination of these two analytic approaches enabled the analysts to visually depict locations that the shooter preferred where they could also set up the shot based on information from the previous incidents, while also considering the spatial attributes and visual constraints of the location. Again, the analytic products generated from this effort included assessment layers and shapefiles that were shared in support of additional location- and domain-specific analysis and resource allocation, including proactive patrol, resourcing, and optimization of limited surveillance detection assets.

On June 17, 2011, approximately six months after the fifth and final shooting in the series, a suspect was apprehended in the Arlington National Cemetery. The suspect identified was a former Marine

Corps Reservist, Yonathan Melaku, who was in the cemetery with plans to desecrate the graves of Iraq and Afghanistan veterans and leave explosive materials as part of, "a solitary campaign of 'fear and terror' that included the earlier shootings."¹⁰ Materials found in his backpack and the subsequent search of his residence included supplies and instructions for making IEDs; extremist materials including references to Osama bin Laden and *The Path to Jihad*; videotaped evidence linking him to the shootings; and spray paint, which he planned to use to vandalize the markers of service personnel who died in Iraq and Afghanistan. Investigators familiar with the case noted that it was fortunate that the suspect had been apprehended because it was, "unclear what might have been coming had he not been caught," suggesting that the suspect may have escalated from shooting into unoccupied buildings to something more concerning.¹¹ Of note, the location where Melaku was initially discovered and then apprehended had been identified previously as a high likelihood area and was consistent with the shooter's original place preference in the models created during the active phase of the series, further validating the assessment (see figure 5).



Figure 5. On June 17, 2011, Yonathan Melaku was apprehended in the Arlington National Cemetery. The figure depicts the assessment that was created on the original series and the location where the suspect was apprehended. The inset box depicts the location in the cemetery in greater detail, including the general location where the suspect was apprehended.

Beyond the direct and immediate value of the specific analytic products generated as this particular series was developing, this case study represents a "proof of model" for the fusion centers and the critical role that they play in both vertical and horizontal integration, analysis, and operational support. The fact that this particular series crossed jurisdictional boundaries and functional domains further underscores the unique challenges and the concomitant benefit of the fusion centers in integrated approaches to analysis and functional interoperability. Ultimately, the fusion centers were the ideal organizations to respond to this fast breaking series that transcended traditional law enforcement, homeland, and national security domains. While other agencies supported the investigative mission directly, the VFC's coordination and leadership role was critical to enabling the regional analysis required to effectively address the resource allocation and deployment challenge, particularly given the broad AOI. Again, the analytic products were operationally relevant and actionable and used by an array of local, state, and federal agencies in the region to prioritize and optimize their resources. Key to this success was the common capabilities, the technology, and the analytic tradecraft that had been established at the regional fusion centers, which enabled cross-fusion center collaboration in support of

an analytic force multiplier in response to a rapidly emerging, fluid threat environment, thereby leveraging the fusion center network in support of a common mission.

Recently, budgetary limitations have created an environment where agencies have moved from doing more with less to doing almost everything with nothing, and the agencies directly responding to this series were no exception. The ability to ensure public safety using fewer resources has become an urgent necessity given the economic challenges and associated constraints facing most agencies but also represents a unique opportunity for police managers as they begin to realize the promise of advanced analytics in the operational law enforcement environment.¹² Again, the AOI associated with this particular series potentially included the entire National Capitol region, which spans two states and the District of Columbia. It was not practical to put a cop on every corner in this situation, regardless of the urgency of the threat or the resources available to support the effort. Rather, area reduction was necessary to optimize resources and place them in or near locations at greater risk for an incident.

Finally, this work also represents another example of the importance of public-private partnerships, which are being highlighted as the new model of public service delivery. The law enforcement community has been walking the talk, particularly as it relates to the adoption of advanced analytics in support of the predictive policing model, and deserves recognition for their thought leadership and innovation in this area. Moreover, as budgets become increasingly limited and priorities are reevaluated, the fusion centers provide a unique opportunity to leverage advanced analytics, optimize data and analytic resources, and create a unique force multiplier through their unique vertical and horizontal integration role, as well as the emerging partnerships with the private sector. This particular model mirrors the "managed service" model in the private sector, which has emerged as a method of optimizing scarce or expensive resources, including data, software, and analytic talent, while conferring a level of functional interoperability across agencies supporting a common mission or geographic space. Again, the fusion centers and their constituent agencies bring a unique and direct benefit to local, state, and federal law enforcement, as well as to the larger homeland and national security domains. Their thought leadership and willingness to adopt innovative technology and collaborative models as well as their ability to transcend geographic and functional boundaries underscore the value of the fusion centers to the public safety community.

The Northern Virginia Military Shootings series provided a real-world operational test of geospatial predictive analytics in response to a rapidly emerging series that transcended traditional basic crimes and national security domains and involved local, state, and federal agencies. The results of the model created from the first four shooting incidents accurately anticipated the location of the fifth incident, despite the lack of specific Marine Corps affiliation common to three of the four prior incidents. Moreover, while we cannot state definitively that the heavy deployment in areas identified through the assessment prevented future incidents, the suspect ultimately was apprehended in a location identified as a high likelihood target location. The common capabilities, the technology, and the analytic tradecraft at the regional fusion centers were key to this analytic success. This enabled cross-fusion center collaboration and support, creating an analytic force multiplier that effectively leveraged the fusion center network and underscores the role that information-based approaches can play in operational law enforcement decision making and resource allocation.

In closing, as the use of advanced analytics in the law enforcement and homeland security environment is considered, ask, "Why just count incidents and react when you can anticipate, prevent, thwart, and respond more effectively?" The use of predictive

analytics in law enforcement and homeland security analysis enables the development of meaningful, information-based tactics, strategy, and policy decisions in the operational environment. Ultimately, the ability to identify and characterize threats and anticipate incidents represents a game changing paradigm shift in the operational public safety domain. ❖

The authors thank Stephen Knox, program manager, Infrastructure Protection and Disaster Management Division, Science and Technology Directorate, U.S. Department of Homeland Security (DHS); Matt Cyr, Intelligence Officer, State and Local Program Office, Office of Intelligence and Analysis, DHS; and Anthony Bursae, Suzen Collins, and Ben Holland for their efforts on the project.

Notes:

¹Josh White, "Yonathan Melaku Admits Shooting at Pentagon, Military Buildings," *Washington Post*, January 26, 2012, http://www.washingtonpost.com/blogs/crime-scene/post/plea-agreement-hearing-for-alleged-pentagon-shooter/2012/01/25/gIQAYduHRQ_blog.html (accessed December 18, 2012).

²Colleen McCue, *Data Mining and Predictive Analysis: Intelligence Gathering and Crime Analysis* (Oxford, United Kingdom: Butterworth-Heinemann, 2007); and Colleen McCue and Paul J. McNulty, "Gazing into the Crystal Ball: Data Mining and Risk-Based Deployment," *Violent Crime Newsletter* (September 2003): 1-2.

³Charlie Beck and Colleen McCue, "Predictive Policing: What Can We Learn from Wal-Mart and Amazon about Fighting Crime in a Recession?" *The Police Chief* 76, no. 11 (November 2009),

http://www.policechiefmagazine.org/magazine/index.cfm?fuseaction=display_arch&article_id=1942&issue_id=112009 (accessed December 18, 2012).

⁴Colleen McCue and Andre Parker, "Connecting the Dots: Data Mining and Predictive Analytics in Law Enforcement and Intelligence Analysis," *The Police Chief* 70, no. 10 (October 2003), http://www.policechiefmagazine.org/magazine/index.cfm?fuseaction=display_arch&article_id=121&issue_id=102003 (accessed December 18, 2012).

⁵Jason R. Dalton and Michael D. Porter, "Geospatial Preference Models in Signature Analyst" (white paper, SPADAC, Inc., McLean, Va., 2009).

⁶Charles Duhigg, "How Companies Learn Your Secrets," *New York Times*, February 16, 2012, http://www.nytimes.com/2012/02/19/magazine/shopping-habits.html?pagewanted=all&_r=0 (accessed December 18, 2012).

⁷This case study is based on the testing performed at the Virginia Fusion Center of the Signature Analyst geospatial predictive analytic software produced by GeoEye as part of an ongoing project by the Department of Homeland Security, Science and Technology Directorate to determine the viability of transferring technologies and associated methodologies from the military and intelligence community to domestic law enforcement.

⁸This particular location was in the top 9 percent area but immediately adjacent to the top 2 percent area reduction depicted in figures 2 and 3, which still enabled the functional exclusion of 91 percent of the AOI.

⁹Raymond Guidetti and James W. Morentz, "Geospatial Statistical Modeling for Intelligence-Led Policing," *The Police Chief* 77, no. 8 (August 2010): 72-76, http://www.policechiefmagazine.org/magazine/index.cfm?fuseaction=display&article_id=2152&issue_id=82010 (accessed December 18, 2012).

¹⁰White, "Yonathan Melaku Admits Shooting at Pentagon, Military Buildings."

¹¹Ibid.

¹²Beck and McCue, "Predictive Policing: What Can We Learn from Wal-Mart and Amazon about Fighting Crime in a Recession?"

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Homeland Security Investigations

Fight Human Trafficking with a Full Arsenal

In the summer of 2009, a desperate young Ukrainian woman sought the help of the Cook County, Illinois, Sheriff's Police (CCSP). The woman, whose neck was branded with a distinctive horseshoe-shaped tattoo, described to police how she had been held captive by a man who had lured her to suburban Chicago with the promise of employment, a place to live, and immigration assistance. Once there, he confiscated her passport, regularly beat and sexually abused her, forced her to work long hours at his massage parlor without pay, and drove her there and back from various locations where he kept her so that it was virtually impossible to escape. She also told police that he subjected other Eastern European women to these same torments. The tattoo, she explained, marked all of them as members of his so-called family.

Based on this lead from CCSP and a second account from a Belarusian woman who later that summer contacted the U.S. Immigration and Customs Enforcement (ICE), Homeland Security Investigations' (HSI) Chicago office, HSI special agents launched an undercover human trafficking investigation, one of 566 HSI initiated that year. By January 2010, as part of a joint investigation led by HSI in cooperation with the Cook County State's Attorney's Office and the Cook County Human Trafficking Task Force, HSI and CCSP arrested the massage parlor owner, Alex Campbell, and his co-conspirator. In January 2012, with the help of the coconspirator's guilty plea and testimony, Campbell was convicted on multiple federal charges of forced labor, harboring illegal aliens for financial gain, confiscating passports and other immigration documents to force his four victims to work, and sex trafficking by force and extortion—unfortunately, typical charges in human trafficking cases. In late November 2012, Campbell was sentenced to life in prison.

Law Enforcement's Human Trafficking Challenge

Human trafficking crimes are among the most horrific, with a global scale that boggles the mind, especially in the 21st century. Defined as modern-day slavery, as many as 27 million people worldwide—mostly women and children—were victims of sexual exploitation or forced labor, according to the Department of State's *Trafficking in Persons Report 2012*. Precise estimates for human trafficking victims in the United States, as well as successful prosecutions of offenders, are difficult to come by since most victims are afraid or unable to seek help. However, according to the 2011 U.S. Department of Justice (DOJ) report, *Characteristics of Suspected Human Traf-*

By James A. Dinkins, Executive Associate Director, Homeland Security Investigations, Washington, D.C.

ficking Incidents 2008-2010, of the 2,515 cases the DOJ-funded Human Trafficking Task Forces opened in that time, 82 percent were sex trafficking and almost half involved victims under age of 18. In 67 percent of labor trafficking cases, which represented 11 percent of all cases opened, victims were illegal immigrants.

Fortunately, in the past decade, many governments, nongovernmental organizations (NGOs), and law enforcement entities around the world have made human trafficking a priority. In the United States, the Trafficking Victims Protection Act of 2000 (TVPA) reauthorized with expanded powers three times since October 2000, providing the first federal tool that law enforcement and the courts could use to investigate, charge, and convict human traffickers. The TVPA covers both U.S. citizens and foreign nationals.

Within the U.S. Department of Homeland Security (DHS) and its component agency, ICE, HSI is the lead federal law enforcement entity responsible for investigating human trafficking. And because human trafficking has long-reaching tentacles to a wide range of other federal crimes that HSI investigates, such as child sex tourism, forced child labor, narcotics smuggling, conspiracy to harbor illegal aliens to engage in prostitution, document fraud, and illegal immigration, human trafficking is an HSI senior leadership priority.

Last year, HSI initiated 894 human trafficking investigations and made 967 arrests, resulting in 559 indictments and 381 convictions. These numbers represent double-digit, year-over-year increases since 2006, when HSI initiated 299 investigations and made 142 arrests. Yet, for HSI, which is a member of the DOJ-funded Human Trafficking Task Forces, these numbers are only a beginning.

In 2011, HSI joined the DOJ, the Department of Labor, and the FBI in a pilot interagency human trafficking enforcement initiative called Anti-Trafficking Coordination Teams (ACTeams). Born out of the interagency Federal Enforcement Working Group (FEWG), ACTeams are composed of HSI special agents; assistant U.S. attorneys; and HSI Office of the Principal Legal Advisor (OPLA) special assistant U.S. attorneys, who coordinate with existing federal human trafficking task forces to increase efficiencies, with the ultimate goal of opening more investigations and prosecuting more human trafficking offenses. This year, HSI will increase programmatic and training support to ACTeams, now in place in offices in Atlanta, Georgia; Los Angeles, California; Miami, Florida; Kansas City, Missouri; Memphis, Tennessee; and El Paso, Texas.

HSI and the Human Trafficking Victim

Human trafficking cases share common despicable traits. Traffickers typically promise marriage, a legitimate job, or a sound educational opportunity to lure victims to a foreign country. Once the victims arrive, traffickers variously use coercion, fraud, violence, drug and psychological dependency, and debt and impoverishment to exploit them to perform sexual or other kinds of forced labor, usually as housekeepers or farmworkers. Human trafficking robs children of their childhoods, tears victims from their home countries and families, brutalizes and shames them, and renders them powerless to escape. That victims usually cannot speak English deepens their alienation and dependency on their captors.

HSI-led investigations apply a victim-centered approach, focusing on victim identification, rescue and safety, and post-rescue victim needs. Thirty-nine human trafficking subject matter experts—at least one in every domestic field office—pursue investigations and serve as designated points of contact for local law enforcement and points of referral to the Homeland Security Investigations Tip Line at 1-866-DHS-2-ICE.

In addition, 17 HSI field offices have full-time victim assistance coordinators who provide emergency assistance through medical help, food, and shelter to victims. Referrals also are made to NGOs for case management, legal services, and long-term needs. For example, certified human trafficking victims who assist investigations and prosecutions may petition DHS's Customs and Immigration Service (CIS) for a nonimmigrant T visa, which allows an

Definition of Human Trafficking

Trafficking in persons, sometimes called TIP, is a modern-day form of slavery and is defined as

- sex trafficking in which a commercial sex act is induced by force, fraud, or coercion, or in which the person induced to perform such act has not attained 18 years of age; or
- the recruitment, harboring, transportation, provision, or obtaining of a person for labor or services, through the use of force, or coercion for the purpose of subjection to involuntary servitude, peonage, debt bondage, or slavery.

Please note that human smuggling and trafficking are not interchangeable terms. According to the U.S. Department of State, human trafficking involves forcing someone to commit "commercial sex acts, or to subject them to involuntary servitude, peonage, debt bondage, or slavery," whereas human smuggling is "the facilitation, transportation, attempted transportation or illegal entry of a person(s) across an international border, in violation of one or more countries laws, either clandestinely or through deception, such as the use of fraudulent documents." For information, visit <http://www.state.gov/j/tip>.

individual to remain in the United States for four years and then apply for lawful permanent residence. HSI also has two dedicated Washington-based child forensic interviewers who travel to victims regardless of their locations anywhere in the world.

Public Awareness-Raising Campaign

HSI's victim-centric strategy does not rely on victims alone. If it takes a village to raise a child, it often takes a village to rescue one—that is, to know the signs of human trafficking in order to feed leads to law enforcement. To that end, in 2011, HSI launched a public awareness media campaign called Hidden in Plain Sight, in 25 U.S. cities. Print ads listing human trafficking indicators and the tip line to encourage public reporting appeared in 122 different foreign-language newspapers with a total readership of about five million per issue. During the month of November 2012, HSI ran a similar public service radio announcement nationwide in Spanish and English.

Training Law Enforcement in the U.S. and Abroad

HSI-developed human trafficking training is entrenched within its broader training, both domestically and abroad, at each of its 26 domestic field offices, at its 73 foreign offices in 47 countries, and as part of its training outreach to foreign law enforcement. This global approach is guided by DHS's Blue Campaign, which was established in 2010 as an agency priority and emphasizes training, information sharing, and investigative partnerships. Since 2007 alone, the HSI has given more than 140,000 human trafficking presentations to federal, state, and local law enforcement entities, NGOs, and governments of host countries where HSI has a presence.

At international law enforcement academy programs, HSI's human trafficking modules are part of the regular curriculum, with topics including investigative methodologies in human trafficking cases, human trafficking indicators, and victim interviews. At the



are underage, make them reluctant to reveal their abusers. Investigators must cultivate close bonds with victims, and, even then, months may pass before a victim trusts an investigator enough to disclose what they suffered.

“‘Evidence’ in human trafficking cases is not like that of any other cases,” said an HSI San Diego, California, special agent who worked on narcotics cases prior to her first human trafficking case. Describing that initial experience, which began with a lead provided by the San Diego County Sheriff’s Department, she said,

I never talked to the narcotics. I was not concerned with what the narcotics ate or where it slept. I didn’t have to ask the narcotics to tell me about shameful and painful experiences. I didn’t have to determine if the narcotics were ‘tricked’ into coming to the United States or if its end destination would result in life-altering exploitation. In a human trafficking case, finding the evidence, the victim, is difficult. It’s hard to ask someone about what they want to keep most secret, but you have to. It’s hard to watch their eyes tear up as you dig for the necessary facts. Perhaps what hurt me most was having victims tell you that they volunteered to be prostitutes because they loved their abusers. They don’t see what happened to them, nor understand. How do you tell someone that they were a victim, when that is the last thing they ever want to be considered?

With even more vigorous, more comprehensive human trafficking efforts in 2013, HSI investigators and their state and local partners will have more tools than ever to identify, rescue, and help victims reclaim their lives and take their tormentors off the streets. ❖

Federal Law Enforcement Training Center (FLETC), HSI human trafficking investigations experts teach these same topics as part of FLETC’s curriculum. Last September, HSI launched an advanced pilot training course it developed in collaboration with FLETC based on a team approach towards human trafficking investigations aimed specifically at ACTeam members.

Cases Take Toll on Investigators

No matter how much training HSI special agents receive, human trafficking cases are among the most emotionally difficult to investigate. Victims’ fear and shame, particularly if they

HSI relies on tips from the public to dismantle human trafficking organizations. Trafficking victims are often hidden in plain sight, voiceless, and scared. The public is urged to report suspicious human trafficking activity to the ICE HSI Tip Line at 1-866-347-2423 or report tips online at <http://www.ice.gov/tips>. Anonymous calls are welcome.

ANNOUNCING THE TWELFTH ANNUAL

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Advances in Law Enforcement Information Technology Will Enable More Accurate, Actionable Analysis

By David J. Roberts, Senior Program Manager, IACP Technology Center

Contemporary advances in law enforcement information management and technology are laying an important foundation for recent efforts by the Bureau of Justice Statistics (BJS), Office of Justice Programs, U.S. Department of Justice, to create more detailed, accurate, and actionable measures of crime, criminality, and justice system performance. The BJS recently convened a Crime Indicators Working Group (CIWG) comprising law enforcement and justice leaders to provide guidance in the development of crime indicators using police administrative record information and other data sources to provide a better picture of the crime problem in local jurisdictions and throughout the nation.

As one component of this broader effort to build more comprehensive crime indicators, the BJS is in the early stages of initiating a project to assess the potential of harvesting incident-based crime data from the operational records management systems of a statistically representative sample of law enforcement agencies. The goal is to augment current data collection efforts to provide more detailed information on the elements of reported crimes, the attributes of such incidents, the victims, the offenders, and the social context of the crime.¹ This project is called the National Crime Statistics Exchange (NCS-X) project. Both CIWG and NCS-X will build upon established crime statistical reporting programs and leverage recent advances in law enforcement information technology.

Uniform Crime Reporting

The systematic national collection, reporting, and analysis of crime and arrest data began 85 years ago when the International Association of Chiefs of Police (IACP) created its Committee on Uniform Crime Records in 1927, published a Uniform Crime Reporting (UCR) manual in 1929, and began data collection from 400 law enforcement agencies, resulting in the publication of *Uniform Crime Reports for the United States and Its Possessions* in January 1930. Following congressional legislation authorizing the attorney general to collect crime information, the Federal Bureau of Investigation (FBI) assumed responsibility for the UCR in September 1930, by which time the

number of reporting agencies had grown to more than 800. The number of UCR reporting agencies would double to 1,658 agencies by 1933 and currently stands at 14,009 law enforcement agencies reporting in 2011.²

Since its creation, the UCR and the FBI's annual publication of *Crime in the United States* have helped inform and shape public opinion on crime and public safety. Police chiefs and sheriffs, like chief executives of any organization, are measured on results, which often means public assessment on a variety of factors including the level of crime in communities, the extent to which citizens feel safe or safer than they have in the past, and the ability of agencies to "clear" crimes through the arrest of suspected violators.

The UCR program is based on monthly submissions of aggregate crime and arrest reports from state, tribal, and local law enforcement agencies. Detailed offense information is collected on eight index offenses in the summary UCR program, but even among these offenses, reporting provisions mask or obscure a potentially substantial volume of crime as a consequence of the "hierarchy rule" and the "hotel rule."³ Complex classification and counting rules and reporting artifacts associated with the traditional summary UCR program are known to have produced what has been referred to as the "dark figure" of crime.⁴

Recognizing the limitations inherent in aggregate reporting in the summary UCR program, the BJS and the FBI funded a three-phased UCR redesign program in 1982.⁵ The original BJS-funded study recommended a two-tiered implementation strategy for unit-record (or incident-based) reporting nationally.⁶ Although the *Blueprint* recommended a two-tiered reporting structure for incident-based reporting, state UCR programs and the FBI determined to implement a single, nationwide, incident-based reporting program—the National Incident-Based Reporting System (NIBRS).

The National Incident-Based Reporting System (NIBRS)

The NIBRS expanded the range of offenses reported by the police and collects more detailed information on crime incidents. It collects offense and arrest data on 22 crime categories, spanning 46 offenses (compared to the 8 UCR index offenses), and additional offenses for which only

arrest information is reported. The NIBRS collects 53 specific data elements from each reporting law enforcement agency, including multiple offenses within an incident; the location of the incident (for example, a bar, a motel, or a residence); characteristics of victims and offenders; relationships between victims and offenders; and the nature and scope of injury or dollar loss incurred in the incident. The system eliminates the need for the "hierarchy rule" because multiple types of crimes can be reported within a single incident, and it collects an expanded array of attributes involved in the commission of offenses, including whether the offender is suspected of using alcohol, drugs, narcotics, a computer in the commission of the offense, or a combination of these, and whether the arrestee was armed with a weapon.

While substantial progress has been made in the implementation of the NIBRS since the publication of the data reporting specifications by the FBI in 1988 and subsequently, only 43 percent of UCR reporting agencies, covering 28 percent of the U.S. population, are currently NIBRS certified.⁷ As a consequence, the NIBRS cannot be effectively used to provide accurate national estimates of crime and law enforcement response, which hinders federal efforts to assist state and local agencies in developing crime control policies and programs and impedes the production of national studies of the impact of crime, criminality, and law enforcement practices.

A joint BJS/FBI study of impediments to NIBRS implementation in 1997 found that costs associated with local agencies altering existing forms, training personnel in NIBRS data collection requirements, and revisions or updates to automated records management systems represented a significant barrier to NIBRS implementation. In addition, little attention had been focused on demonstrating the operational value of incident-based data for local crime analysis, research, resource deployment, or performance management.⁸

Advances in Law Enforcement Information Technology

Local police departments have substantially expanded their adoption of automation in the years since completion of the study of impediments to NIBRS implementation. Nearly two-thirds (65 percent) of even the smallest agencies (that is, those serving populations of less

than 10,000) reported using automated records management systems in 2007.⁹ Local agencies also reported substantially greater use of in-field computers from 1997 to 2007, with 99 percent of large agencies (that is, those serving populations of 250,000 or more) reporting use of in-field computers, and even the smallest police departments usage climbed from 20 percent in 1997 to 50 percent by 2007.¹⁰ Recent advances in mobile technologies, tablet devices, and cloud-based computing portend even greater adoption of automation among agencies of all sizes.

The efforts of the BJS to expand the range and scope of crime indicators might well reflect the approach government has taken in developing leading economic indicators.¹¹ Building leading crime and criminal justice indicators can help establish comprehensive measures assessing the health of our communities, the safety of our citizens, the operations of our justice agencies, and the performance of our justice system as a whole. As agencies implement automated records management and analytic systems to meet their local strategic planning and tactical deployment priorities, they are likely to build a crucial technical foundation that will enable them to substantively contribute to the development of new crime indicators and to participate in the National Crime Statistics Exchange program. ❖

Notes:

¹The National Crime Statistics Exchange (NCS-X) Project, Phase I, is described by the BJS in its solicitation, which was released on May 30, 2012. See http://www.bjs.gov/content/pub/pdf/ncse12_sol.pdf (accessed January 9, 2012). The project was awarded to a consortium of organizations, including Research Triangle Institute, the IACP, PERF, the IJIS Institute, and SEARCH.

²See Eugene C. Poggio et al, *Blueprint for the Future of the Uniform Crime Reporting Program: Final Report of the UCR Study* (Washington, D.C.: Bureau of Justice Statistics and Federal Bureau of Investigation, May 1985), 21, <https://www.ncjrs.gov/pdffiles1/bjs/98348.pdf> (accessed January 10, 2013); and Federal Bureau of Investigation, *Uniform Crime Reporting Handbook* (Clarksburg, W.Va.: FBI, 2004), 2, <http://www2.fbi.gov/ucr/handbook/ucrhandbook04.pdf> (accessed January 10, 2013). Preliminary 2011 UCR figures are available at <http://www.fbi.gov/about-us/cjis/ucr/crime-in-the-u.s/2011/preliminary-annual-ucr-jan-dec-2011> (accessed January 10, 2013).

³The initial crime index consisted of murder and non-negligent manslaughter, forcible rape, robbery, aggravated assault, burglary, larceny-theft of \$50 or more, and motor vehicle theft. An eighth offense—arson—was added to the index by congressional mandate in 1979. The “hierarchy rule” of the UCR program limits the reporting of offenses to the single most serious offense in a series of offenses. For person offenses, however, one offense is scored for each person victim, regardless of the number of victims. Nevertheless, if multiple person offenses are committed against a single individual, only the most serious of those offenses will be reported in UCR (*UCR Handbook*, 10–12). Burglaries of multiple hotel rooms are scored as a single burglary (*Ibid.*, 28–29).

⁴Albert D. Biderman, and Albert J. Reiss Jr., “On Exploring the ‘Dark Figure’ of Crime,” *The ANNALS of the American Academy of Political and Social Science*, 374, no. 1 (November 1967): 1–15, http://deepblue.lib.umich.edu/bitstream/2027.42/67517/2/10.1177_000271626737400102.pdf (accessed January 10, 2013). Biderman and Reiss refer to the “dark figure” of crime as “occurrences that by some criteria are called crime yet that are not registered in the statistics of whatever agency was the source of the data being used” (*Ibid.*, 2). For a general discussion regarding the limitations of the UCR program, see Albert J. Reiss Jr., “Problems in the Documentation of Crime,” in A. L. Guenther, ed., *Criminal Behavior and Social Systems* (Chicago: Rand McNally, 1976), 111–130.

⁵In 1982, the BJS funded Abt Associates to examine the UCR program, its history, objectives, data elements, and relationships with other systems (see *UCR Blueprint*). In 1984, the FBI began the second phase of the project, the goal of which was to identify available options and recommend changes. In 1988, the FBI’s third phase produced specifications for data collection and submission and system implementation.

⁶See *UCR Blueprint*, 43–48. This strategy contemplated that only a sample of perhaps 3 percent to 7 percent of law enforcement agencies nationwide would report comprehensive incident-based data, consistent with the reporting requirements of today’s NIBRS, then called “Level II reporting.” The remaining 93 percent to 97 percent of law enforcement agencies would report incident-based data, but in a much more abbreviated format, focusing on Part I offenses with only a limited range of victim, offender, and more detailed incident data; this would be “Level I reporting.” Arrest data for both Part I and Part II crimes were to have been captured in both levels, with linkages to cleared offenses. In spite of these recommendations, the law enforcement community elected full NIBRS implementation, effectively endorsing Level II reporting for every agency.

⁷FBI, *NIBRS Volume 1: Data Collection Guidelines* (Washington, D.C.: FBI, August 2000); FBI, *NIBRS Volume 2: Data Submission Specifications* (Washington, D.C.: FBI, November 2001); FBI, *NIBRS Volume 4: Error Message Manual* (Washington, D.C.: FBI, December 1999); and FBI, *NIBRS Conversion of NIBRS Data to Summary Data* (Washington, D.C.: FBI, December 2009).

⁸David J. Roberts, *Implementing the National Incident-Based Reporting System: A Project Status Report* (Washington, D.C.: Bureau of Justice Statistics, July 1997), <http://www.bjs.gov/content/pub/pdf/INIBRS.PDF> (accessed January 10, 2013). The study concluded

[A]gencies currently have automated, incident-based systems that effectively meet their operational needs, but fail to capture the necessary data in an appropriate format for NIBRS reporting. In these agencies, NIBRS represents changing their recordkeeping systems in order to generate statistical data for use at State and Federal levels, without any perceived benefit at the local level. For these agencies, the costs of implementing changes in reporting practices to make their systems NIBRS-compliant (for example, revising offense reporting forms, department-wide training, and software reprogramming), compounded by concerns over the impact NIBRS will have on the department’s reported crime rate and a lack of understanding on how the data will be used at State and Federal levels, create formidable impediments to NIBRS implementation.

*If NIBRS is to be implemented broadly, its purpose must be relevant to the operational records management systems of the local law enforcement agencies responsible for contributing the data, and it must demonstrate utility in State and Federal analyses of the data. In addition, it must not represent an undue burden on the law enforcement officers who capture the data at the street level. Technologies that assist in the collection and recording of incident data should be encouraged and funding assistance should be made available to law enforcement agencies to facilitate their adoption of NIBRS-compliant systems (*Ibid.*, 13).*

⁹Brian Reaves, *Local Police Departments, 2007* (Washington, D.C.: BJS, December 2010), 22, <http://bjs.ojp.usdoj.gov/content/pub/pdf/lpd07.pdf> (accessed January 10, 2013).

¹⁰*Ibid.*, 24.

¹¹The Leading Economic Indicators (LEI) for the United States comprise the following 10 components: (1) average weekly hours, manufacturing; (2) average weekly initial claims for unemployment insurance; (3) manufacturers’ new orders, consumer goods and materials; (4) ISM Index of New Orders; (5) manufacturer’s new orders, nondefense capital goods excluding aircraft orders; (6) building permits, new private housing units; (7) stock prices, 500 common stocks; (8) *Leading Credit Index*, (9) interest rate spread, 10-year Treasury bonds less federal funds; and (10) average consumer expectations for business conditions. See “Global Business Cycle Indicators,” The Conference Board, <http://www.conference-board.org/data/bcicountry.cfm?cid=1> (accessed January 10, 2013).

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FBI's LEOKA Offers Insight into Officer Deaths

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

The death of a law enforcement officer is a tragedy: It represents the needless loss of a spouse, a parent, a child, a sibling, a neighbor, and a coworker. One hundred twenty-five law enforcement officers made the supreme sacrifice in the United States in 2011.¹

Law enforcement executives, trainers, and researchers seek to mitigate these tragedies and often rely upon an invaluable resource published annually by the Federal Bureau of Investigation (FBI) to detect trends to reduce future unnecessary losses of life. The FBI recently released *Law Enforcement Officers Killed and Assaulted [LEOKA] 2011*, which is a virtual treasure trove of data detailing myriad aspects surrounding these 125 deaths.

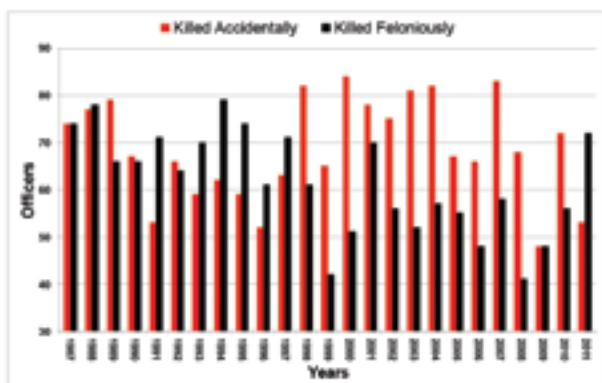
Significantly, 2011 was the first year in 14 consecutive years (1998–2011) that more officers were killed feloniously than accidentally.² The 72 officers feloniously killed in 2011 were the most murdered in a single year since 1995, and the 53 officers accidentally killed in 2011 represent the third fewest in a quarter century (1987–2011).³ An average of 62 officers a year were killed feloniously in that 25-year period, while an average of 69 officers a year died accidentally during that same time period.⁴

Even though officer deaths spiked at times between 1987 and 2011, as figure 1 demonstrates, one clear trend emerges: The number of felonious killings has declined since 1997, and the number of accidental deaths has risen. One hundred seventy-four—or 11 percent—more officers died accidentally than feloniously during these 25 years,⁵ and 152—or 28 percent—more officers died accidentally than feloniously over the decade 2002–2011.⁶ Even though it is beyond the scope of this piece, two of the primary factors that allowed accidental deaths of officers to eclipse their murders over the past quarter century were

- the increased wearing of more effective body armor by officers and
- improvements in tactical training.

Unfortunately, comparable increases in seat belt usage by officers and in the quality of in-service emergency vehicle operator training have not been implemented to reduce the incidence of officers needlessly dying in vehicle crashes or otherwise on highways.

Figure 1. Officers Killed: Accidentally v. Feloniously, 1987-2011



Traffic crashes, involving both passenger vehicles and motorcycles, continue to claim too many law enforcement officers' lives. These crashes killed 64 percent of the 1,715 officers who died accidentally between 1987 and 2011 and 69 percent of the 695 officers who were killed accidentally between 2002 and 2011.⁷ Excessive speed and unbuckled officers combined far too frequently to trigger a catastrophe. In fact, over a period of 27 years (1982 to 2008), "driving too fast for conditions or in excess of posted speed" was the second most prevalent driver-related crash factor.⁸ For 29 years (1980–2008), 42 percent of the officers killed in passenger vehicle crashes were not wearing seat belts.⁹ Significantly, the National Law Enforcement Officers Memorial Fund (NLEOMF) reported that at least 9 of the officers who were killed in 41 passenger vehicle crashes in 2011 were not wearing seat belts¹⁰ and that at least 4 of the 48 officers accidentally killed in passenger vehicle crashes in 2012 were not restrained.¹¹

"Failure to keep in proper lane or running off road" was the most prevalent driver-related crash factor between 1982 and 2008.¹² NLEOMF data indicate that 17—or 42 percent—of the officers who were killed in 41 passenger vehicle crashes in 2011, as well as 12—or 25 percent—of those 48 officers accidentally killed in passenger vehicle crashes in 2012, were attributed to this specific crash factor.¹³ Excessive speed, adverse weather conditions, and not wearing seat belts frequently were factors in these collisions, too.

Seventeen percent of the 1,715 officers accidentally killed between 1987 and 2011 were victims of struck-by-vehicle incidents,¹⁴ and 15 percent of the 695 officers accidentally killed between 2002 and 2011 were struck by vehicles.¹⁵ The five killed in 2011 were the fewest to die in this manner since 1993.¹⁶ Perhaps, the requirement that officers directing traffic; investigating crashes; or handling lane closures, obstructed roadways, and disasters on all public roads wear high-visibility safety apparel meeting either the Class 2 or 3 ANSI/ISEA 107–2010 standard in the *American National Standard for High-Visibility Safety Apparel and Headwear*¹⁷ or the ANSI/ISEA 207–2006 standard in the *American National Standard for High-Visibility Public Safety Vests*¹⁸ is beginning to pay dividends.

Between 1987 and 2011, 283 officers were struck and killed by vehicles; this averages out to nearly one officer killed each month.¹⁹ Of these officers, 60 percent were "directing traffic, assisting motorist, etc.," while the remaining 40 percent were involved in a "traffic stop, roadblock, etc."²⁰

Tire deflation devices remain "the most widely used pursuit termination technology available today."²¹ They were deployed in 2009, 63 percent of the time that a pursuit intervention was initiated; in 2010, 68 percent of that time;²² and in 2011, 72 percent of that time.²³ However, tire deflation devices have been involved in 26 officer deaths since their inception in 1996,²⁴ and the Dallas, Texas, Police Department discontinued their use.²⁵ Five officers died in 2011 in connection with the deployment of tire deflation devices—the most officers killed performing this task since 2003 when five officers also died.²⁶ Deploying tire deflation devices is a high-risk, low-frequency activity for which officers require frequent training to temper the hazards inherent in quickly deploying these devices and retreating to a safe position so only the violator's vehicle will be affected.

The age and tenure of the officers who were accidentally killed increased in 2011: Officers' average age rose to 41 years, after holding constant at 38 years for a decade (2002–2011) and for both five-year periods included

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therein (2002–2006 and 2007–2011).²⁷ Similarly, the length of service of officers accidentally killed rose to 13 years, after remaining fixed at 10 years for two decades (1992–2001 and 2002–2011).²⁸ As three experienced FBI researchers pointed out so clearly, “Because seasoned officers have experienced so many successful outcomes in the past, they begin to rely on experience and believe that they can read people and situations accurately. This causes them to walk a dangerous tightrope. They become complacent, thinking that they can shortcut a thorough examination of the incident. Complacency, however, is the worst enemy of a veteran officer.”²⁹ Unfortunately, this is a disturbing trend that is ripe for exploration and mitigation. ❖

Notes:

¹U.S. Department of Justice, Federal Bureau of Investigation, Criminal Justice Information Services, Uniform Crime Reports, *Law Enforcement Officers Killed and Assaulted [LEOKA] 2011*, table 1, <http://www.fbi.gov/about-us/cjis/ucr/leoka/2011/tables/table-1> (accessed January 4, 2013); and *Ibid.*, table 61, <http://www.fbi.gov/about-us/cjis/ucr/leoka/2011/tables/table-61> (accessed January 4, 2013).

²*Ibid.*; and *LEOKA 2001*, tables 16 and 28, <http://www.fbi.gov/about-us/cjis/ucr/leoka/2001> (accessed January 4, 2013).

³*Ibid.*; and *LEOKA 1996*, tables 3 and 23, <http://www.fbi.gov/about-us/cjis/ucr/leoka/1996> (accessed January 4, 2013).

⁴*Ibid.*

⁵*Ibid.*

⁶*LEOKA 2011*, tables 1 and 61.

⁷*LEOKA 1996*, table 23; *LEOKA 2001*, table 28; and *LEOKA 2011*, table 61.

⁸Eun Yong Noh, *Characteristics of Law Enforcement Officers' Fatalities in Motor Vehicle Crashes*, January 2011, DOT HS 811 411, 22, <http://www-nrd.nhtsa.dot.gov/Pubs/811411.pdf> (accessed January 4, 2013).

⁹*Ibid.*, 24.

¹⁰NLEOMF, “Seat Belt Usage among Officers Killed in Auto Crashes: 2011,” <http://www.nleomf.org/facts/nhtsa-officer-safety-initiatives/current-officer-fatalities.html> (accessed January 4, 2013).

¹¹NLEOMF, “Recently Fallen,” <http://www.nleomf.org/facts/recently-fallen> (accessed January 4, 2013). The author kept a running annual spreadsheet of accidental deaths based on NLEOMF data from this website and extrapolated this fact from the data.

¹²Noh, *Characteristics of Law Enforcement Officers' Fatalities in Motor Vehicle Crashes*, 22.

¹³NLEOMF, “Archive Recently Fallen Officers 2011” and “Archive Recently Fallen Officers 2012,” <http://www.nleomf.org/facts/recently-fallen/recently-fallen-officers/archive-recently-fallen.html> and <http://www.nleomf.org/facts/recently-fallen/recently-fallen-2012/> (accessed January 4, 2013). The author kept a running annual spreadsheet of accidental deaths based on NLEOMF data from this website and extrapolated this fact from the data.

¹⁴*LEOKA 1996*, table 23; *LEOKA 2001*, table 28; and *LEOKA 2011*, table 61.

¹⁵*LEOKA 2011*, table 61.

¹⁶*LEOKA 2001*, table 28; and *LEOKA 2011*, table 61.

¹⁷Federal Highway Administration (FHWA),

“Official Rulings: Request 6(09)-4,” April 27, 2010, <http://mutcd.fhwa.dot.gov/reqdetails.asp?id=852> (accessed January 4, 2013).

¹⁸FHWA, “Pedestrian and Worker Safety” and “Flagger Control,” chap. 6D and 6E in *Manual on Uniform Traffic Control Devices for Streets and Highways* (2009), 564, 566, <http://mutcd.fhwa.dot.gov/pdfs/2009/part6.pdf> (accessed January 4, 2013).

¹⁹*LEOKA 1996*, table 23; *LEOKA 2001*, table 28; and *LEOKA 2011*, table 61.

²⁰*Ibid.*

²¹Robert Osborne, Pursuit Management Task Force Report, September 1998, NCJ 172200, 45, <https://www.justnet.org/pdf/Pursuit-Management-Task-Force-Report.pdf> (accessed January 4, 2013).

²²Gerad Mead, *Pursuits: Data That Drives Safety*, April 25, 2011, 25.

²³Gerad Mead, *Pursuits: Driving Safety through Data Analysis*, March 31, 2012, 27.

²⁴Gregory R. McMahon, “Bulletin Alert: Deployment of Spike Strips,” *FBI Law Enforcement Bulletin* 81, no. 9 (September 2012): 18, <http://www.fbi.gov/stats-services/publications/law-enforcement-bulletin/september-2012/bulletin-alert> (accessed January 4, 2013).

²⁵Tanya Eiserer, “Dallas Police Ban Use of Spike Strips that Can Halt Fleeing Vehicles,” *Dallas Morning News*, June 7, 2012, <http://www.dallasnews.com/news/community-news/dallas/headlines/20120607-dallas-police-ban-use-of-spike-strips-that-can-halt-fleeing-vehicles.ece> (accessed January 4, 2013).

²⁶McMahon, “Bulletin Alert: Deployment of Spike Strips,” 18; and to clarify, *LEOKA 2011* classified officer deaths in this regard either as felonious traffic pursuits/stops or as accidentally struck by vehicle, based upon evidence of the violators’ intent. In 2011, four fell into the felonious traffic pursuits/stops category. See <http://www.fbi.gov/about-us/cjis/ucr/leoka/2011/tables/table-20> and <http://www.fbi.gov/about-us/cjis/ucr/leoka/2011/tables/table-61> (accessed January 4, 2013).

²⁷*LEOKA 2011*, table 57, <http://www.fbi.gov/about-us/cjis/ucr/leoka/2011/tables/table-57> (accessed January 4, 2013).

²⁸*Ibid.*

²⁹Anthony J. Pinizzotto, Edward F. Davis, and Charles E. Miller III, “Traffic Stops,” *FBI Law Enforcement Bulletin* 77, no. 5 (May 2008): 8, <http://www.fbi.gov/stats-services/publications/law-enforcement-bulletin/2008-pdfs/may08leb.pdf> (accessed January 4, 2013).



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.

Trooper Kyle W. Deatherage
Illinois State Police
Date of Death: November 26, 2012
Length of Service: 3 years

Police Officer Tom Decker
Cold Spring, Minnesota, Police Department
Date of Death: November 29, 2012
Length of Service: 10 years

Deputy Sheriff Ricky Ray Issac Jr.
Natchitoches Parish, Louisiana, Sheriff’s Office
Date of Death: December 8, 2012
Length of Service: 11 months

Patrol Officer Martoiya Lang
Memphis, Tennessee, Police Department
Date of Death: December 14, 2012
Length of Service: 9 years, 6 months

Deputy Sheriff Christopher R. Parsons
Washington County, Missouri, Sheriff’s Office
Date of Death: December 15, 2012
Length of Service: 2 months

Police Officer Jeff Atherly
Topeka, Kansas, Police Department
Date of Death: December 16, 2012
Length of Service: 1 year, 8 months

Patrol Officer Angel David Garcia
El Paso, Texas, Police Department
Date of Death: December 16, 2012
Length of Service: 9 months

Corporal David Gogian
Topeka, Kansas, Police Department
Date of Death: December 16, 2012
Length of Service: 8 years, 3 months

Police Officer Sean Louis Callahan
Clayton County, Georgia, Police Department
Date of Death: December 18, 2012
Length of Service: 4 months

Corporal Jimmie Norman
Bellaire, Texas, Police Department
Date of Death: December 24, 2012
Length of Service: 20 years

Police Officer Edrees Mukhtar
San Antonio, Texas, Police Department
Date of Death: December 29, 2012
Length of Service: 1 year, 7 months



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