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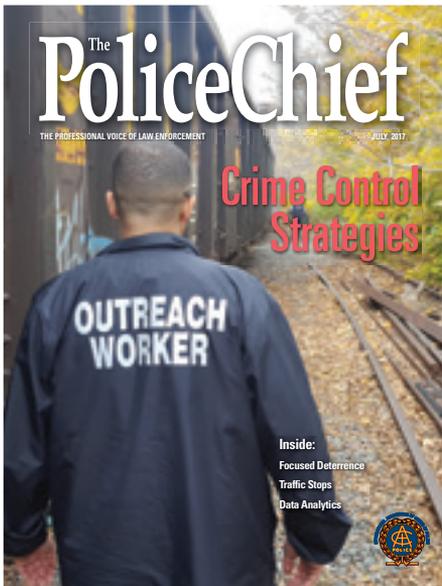
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Every community, large or small, has its own distinct challenges and needs, and every law enforcement agency has to find the best way to protect the community it serves with the (sometimes limited) resources available. However, many crime control strategies, such as crime analysis or place-based policing, can be modified to fit different community needs and different crime trends. Learning from other leaders what has or has not worked, as well as hearing what strategies they are exploring, can spur the development of effective crime control solutions in your community.

Cover photo courtesy of Lowell, Massachusetts, Police Department.

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Crime Control in the 21st Century: Proactive, Analytical, and Collaborative

The core mission of law enforcement worldwide is to secure public safety and serve our communities. This purpose may be phrased many different ways in mission statements and enacted through a multitude of differing policies, tactics, and strategies, but I would suggest that we can all agree that controlling crime is a key element of protecting our communities.

But what does “crime control” really entail—and how do we determine which crime control strategies are most relevant and effective based on our jurisdictions’ particular needs and resources? Originally, crime control encompassed policing methods that concentrated on the arrest, prosecution, and penalization of those who committed crimes. This perspective on crime control is reflected in the legislation of some countries, including the United States, that mandated more severe sentences for the perpetrators of certain crimes. The intents of this reactive approach to crime were to both keep offenders off the streets and to discourage future offenders (or recidivism among released offenders).

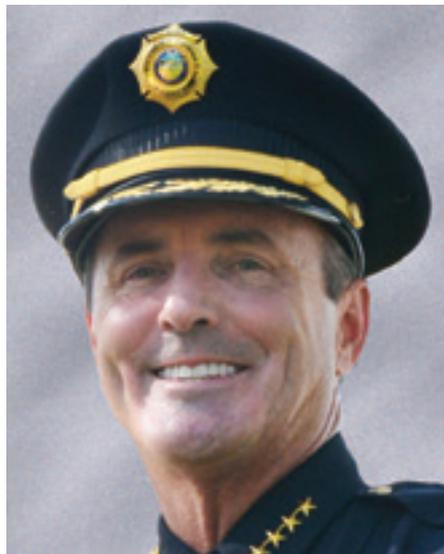
While it’s obvious that it’s still vitally important to have clear consequences for crimes against public safety and to discourage future crimes, law enforcement approaches to crime control have shifted over time to align more closely with what we commonly call crime prevention. This perspective isn’t an entirely new idea—in the oft-cited principles attributed to Sir Robert Peel, the concept is clearly and succinctly stated: “The basic mission for which police exist is to prevent crime and disorder.”¹

This shift from penalization to prevention can also be defined as a move from reactive policing to proactive policing. Effective proactive policing has a number of benefits. If we can prevent crime from happening in the first place, then not only do we improve public safety, but we also reduce the pressures on the often-overloaded criminal justice system (e.g., courts, corrections). Proactive policing can also reduce fear in our communities and increase trust—if there is less crime and less victimization, it stands to reason that our community members will feel safer and trust our organizations to maintain that safety.

One tool that can assist in informing policing strategies, and has become more accessible recently due to advances in technology, is **predictive analytics**. When used effectively,

predictive analytics can help determine the likelihood of where and when future criminal activities might take place. It can reduce traffic crashes by finding a pattern in location, time of day, or dates when the most crashes occur; it can identify trends in a jurisdiction that could suggest potential benefits from increased police presence; predictive analytics can even use patterns in crime to identify businesses at the highest risk for burglary or to identify an expansion in a gang’s territory. By maximizing data and recognizing and highlighting trends, predictive technology allows us to allocate our officers and other resources when they can do the most good.

While technology is constantly improving, the importance of our **crime analysts** to the success of intelligence-led and data-driven policing cannot be overstated. The technology is only as good as the people operating it, and skilled crime analysts can not only guide resource allocation decisions, but can also provide us with the information we need to answer two key questions that we will hear from our colleagues, community members, and the media: (1) what are the major crime problems in the community? and (2) what are we doing about them? Experienced analysts have skills that go



*Donald W. De Lucca, Chief of Police,
Doral, Florida, Police Department*

beyond statistical analysis and data interpretation—their training also typically includes problem-solving, and their understanding of the data can provide them with ideas or solutions that are not as obvious to those of us standing behind the chief’s desk or patrolling the streets.

We hear a lot about **community engagement**, and building trust and legitimacy is a valuable goal in itself. However, community engagement can also be an effective element of a larger crime control strategy. Community members have a vested interest in reducing or preventing crime in their own neighborhoods, and community leaders can provide knowledge and insight into the root causes of problems that might not be readily apparent to law enforcement. Consistently communicating with and involving these stakeholders in public safety can achieve the dual goals of building relationships and controlling crime.

A type of crime control that incorporates communication with the community and found to be effective for certain types of crime is **focused deterrence**. This strategy incorporates both proactive and reactive elements. It applies to crimes by known offenders (e.g., gang violence, drug crimes, domestic violence) because it consists of swift, effective consequences for the targeted group or individual. In cases such as gang violence or drug activity, law enforcement can team up with community leaders to identify and locate members of a particular gang or group. Reaching out to these individuals allows law enforcement to communicate their options—stop offending or face increased enforcement and other penalties. By incorporating community leaders in these operations, both in accessing targeted individuals and hearing their ideas for effective penalties, agencies can encourage community investment and engagement.

As you read the articles in this month’s *Police Chief* that discuss these and other crime control strategies, best practices, and recommendations, I encourage you to consider how proactive crime control can increase public safety and build stronger relationships in your communities. Effective crime control can help us fulfill our shared mission of ensuring the safety and security of those we are sworn to serve. ❖

Note:

¹“Sir Robert Peel’s Nine Principles of Policing,” *New York Times*, April 15, 2014.



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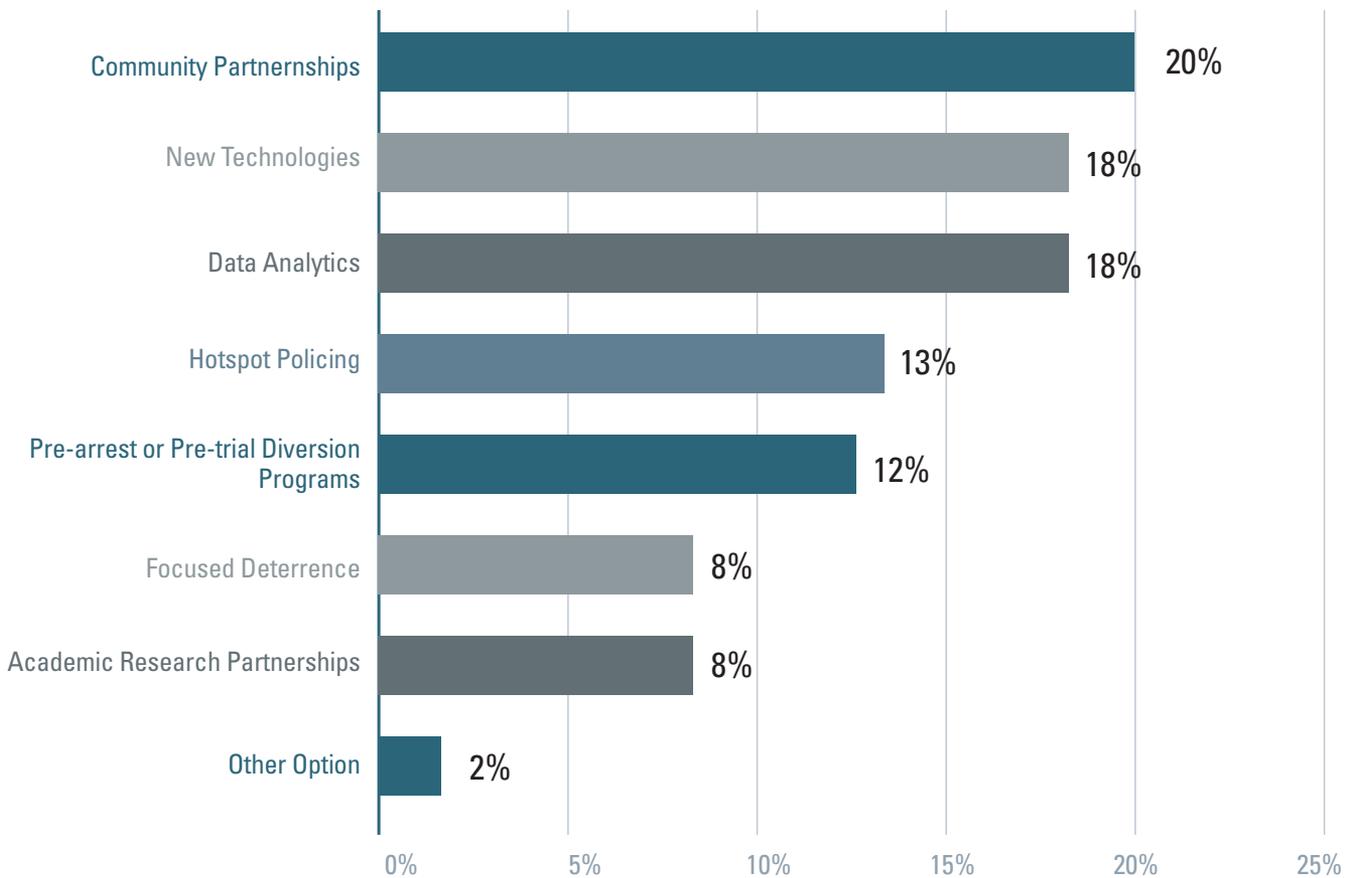
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Police Chief knows that many of the best ideas and insights come from IACP members who serve their communities every day. The Dispatch is an opportunity for members and other readers to share their wisdom, thoughts, and input on policing and the magazine.

MEMBERS SPEAK OUT

In May, *Police Chief* asked our readers in what public safety strategies their agencies used. Here's what you told us:

Public Safety Strategies Used by Agencies



“We are focusing on creating and maintaining a good relationship between the police and the community in order to ensure a flow of information for public safety—it is obvious that information is power.”

—Adebanjo Ade, Inspector
Nigeria Police Force

YOUR TURN



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White House Releases the FY 2018 Proposed Budget

By Sarah Horn, Assistant Director, Outreach, IACP, and Emily Kuhn, Project Coordinator, Office of the Executive Director, IACP

The Trump Administration has released its fiscal year (FY) 2018 budget with a focus on supporting “federal law enforcement and criminal justice priorities of our state, local, and tribal law enforcement partners.”¹ The proposed funding request for the U.S. Department of Justice (DOJ) totals \$27.7 billion.

Office of Community Oriented Policing Services (COPS Office): The \$218 million budget request for the COPS Office includes \$20.4 million in enhancements for the COPS Hiring Program. The funding would go toward programs to increase public safety and advance community policing practices. The discretionary money would be awarded directly to law enforcement agencies through competitive grants.

Edward Byrne Memorial Justice Assistance Grant (JAG): The proposed budget includes \$332.5 million for the Byrne JAG program. The Byrne JAG program provides funds for a wide range of state and local law enforcement, prosecution, and crime prevention programs.

Office on Violence Against Women (OVW): The total requested FY 2018 funding for OVW is \$480 million, which includes \$913,000 in enhancements, \$215 million for the STOP Formula Grants Program, and \$35 million of the Sexual Assaults Services Program.

Office of Justice Programs (OJP): The requested amount for the OJP totals \$4.4 billion. OJP is responsible for overseeing most of the state and local law enforcement assistance programs within the DOJ. The \$4.4 billion includes \$1.3 billion for discretionary grant programs, of which \$165 million is derived by transfer from the Crime Victims Fund, and \$3.1 billion for mandatory grant programs. The total also includes funding for discretionary enhancements (\$85.5 million), including \$70 million for a new Project Safe Neighborhoods (PSN) block grant program.

Going Dark and Investigative Technology: The proposed budget includes \$21.6 million and funding for 80 positions (20 agents). The requested funds would focus on the “challenges related to encryption, mobility, and other communications device challenges.”²

It is important to note that the administration’s budget proposal represents the beginning of the U.S. federal budget development process. The

U.S. House and Senate are currently drafting their budget resolutions and various appropriations committees have begun drafting their FY 2018 spending bills. IACP will continue to monitor this process as it moves forward.

U.S. Congress Considers Several Law Enforcement Bills

During National Police Week (May 15–May 21, 2017), the U.S. House and Senate passed a series of law enforcement-related bills.

Thin Blue Line Act: The Thin Blue Line Act (H.R. 115), to amend Title 18 of the U.S. Code, would expand the set of statutory aggravating factors in determining death penalty cases. The additional factors include killing or targeting a law enforcement officer, firefighter, or other first responder.

American Law Enforcement Heroes Act: The U.S. Senate passed the American Law Enforcement Heroes Act of 2017 (S. 583) to amend the Omnibus Crime Control and Safe Streets Act of 1968. The act now includes an allowance of grant funds to be used under the COPS Office program to hire and train military veterans as career law enforcement officers.

Law Enforcement Mental Health and Wellness Act: The U.S. Senate passed the Law Enforcement Mental Health and Wellness Act of 2017 (S. 867), which amends the Omnibus Crime Control and Safe Streets Act of 1968. The bill states that the U.S. attorney general must submit a report to Congress outlining the mental health practices and services provided by federal, state, local, and tribal law enforcement agencies. The COPS Office must update a prior 2015 report about health, safety, and wellness case studies in law enforcement. Additionally, the U.S. attorney general, along with the U.S. Secretary of Health and Human Services must offer evidence-based therapies for mental health issues common to law enforcement officers, as well as resources to educate mental health professionals on the culture of law enforcement agencies of all sizes.

Public Safety Officers’ Benefits Improvement Act: The U.S. Senate passed the Public Safety Officers’ Benefits Improvement Act of 2017 (S. 419), which amends the Omnibus Crime Control and Safe Streets Act of 1968, and it was signed into law on June 2, 2017. The amendment focuses on public safety officer death or disability claims on the Public Safety Officers’ Benefits program and requires adequate reporting of facts regarding all death, disability, and educational assistance claims by the Federal Bureau of Investigation (FBI). This information shall be made

available to the public in a timely manner (no less than 30 days). No later than 180 days after this amendment, the FBI must report to the public on various parameters surrounding each claim that occurred during the previous 180-day period. In addition to reporting, the FBI must obtain necessary documentation and information related to benefit claims. Two years after the presentation of this amendment, the Comptroller General of the United States will publish a study, for submission to Congress, on the compliance of the FBI with the obligations of this bill.

Strengthening State and Local Cyber Crime Fighting Act: The Strengthening State and Local Cyber Crime Fighting Act of 2017 (H.R. 1616) passed in the U.S. House. The bill authorized for the creation of a National Computer Forensics Institute housed within the U.S. Secret Service. The institute would “disseminate information related to the investigation and prevention of cyber and electronic crime and related threats, and educate, train, and equip State, local, tribal, and territorial law enforcement officers, prosecutors, and judges.”³

Get Involved in IACP’s Policy Development

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

The deadline to submit all 2017 resolutions for consideration is **August 22, 2017**. To view previously passed resolutions, please visit the resolutions page on the IACP website at www.theIACP.org/Resolutions. If you wish to submit a resolution or if you have any questions, please contact resolutions@theiacp.org. ❖

Notes:

¹U.S. Department of Justice, “Department of Justice FY 2018 Budget Request,” press release, May 23, 2017, <https://www.justice.gov/opa/pr/department-justice-fy-2018-budget-request>.

²U.S. Department of Justice, “FY 2018 Budget Request: National Security,” fact sheet, <https://www.justice.gov/file/968186/download>.

³Strengthening State and Local Cyber Crime Fighting Act of 2017, H.R. 1616 (2017).

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Make Physical Fitness a Priority with a Few Simple Steps

By Virgil Wahome, Director, Business Development, Specialty Fitness Equipment

Many law enforcement agencies use physical fitness tests, which include cardiovascular (cardio) and flexibility components, to ensure new hires can handle the physical demands of police work. This fitness demand carries through recruit training, and officers are often in the best shape of their lives after graduating from the academy.

But what happens to officers' fitness levels when day-to-day police work begins? Law enforcement can be a sedentary job, often including hours spent patrolling in cars and completing paperwork. Statistically speaking, a police officer is 25 times more likely to die from cardiovascular disease than from action in the field.¹

As a result, more and more agencies are encouraging their officers to exercise, stay healthy, and reduce stress levels, and many are accomplishing this by having an on-site fitness center. The fitness center can be extravagant or simple, and budget-friendly methods for establishing and maintaining a center exist. For example, some grants and donations will even finance a new fitness room or upgrade a pre-existing facility.

Fitness shouldn't be an afterthought for a law enforcement agency.

Establishing a Fitness Program

Agencies that have fit officers usually have a designated person who spearheads the wellness movement—typically that man or woman is a fitness buff and is driven to encourage their colleagues to engage in fitness activities. Finding that person is key to an overall department health initiative or program.

One of the most important elements for law enforcement agencies looking to establish a successful fitness program is the cost and how to best manage it. On average, a simple, yet effective fitness room can be set up with one piece of commercial cardio equipment, a smart rack, dumbbells, and a weight bench—all of which can be purchased for approximately \$3,500 in total.

Something else to consider when thinking about planning a department fitness room, beyond just the budget, is where the fitness equipment can go. How many people will use the facility? If the agency has a fitness room, are people using it? Why are officers utilizing the



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fitness room—or why not? A fitness center needs to be readily accessible to staff, and it needs to feel safe and appealing to those who will be using it.

Equipment for Law Enforcement Fitness Centers

To get started, law enforcement agencies need to find a reputable fitness equipment dealer who specializes in commercial fitness. Those who are selecting equipment should avoid going to a local sporting goods store because the equipment there is primarily for home users. Since work fitness rooms are considered commercial and equipment will be used by multiple people and for more time, providing equipment intended for individual at-home use can create a liability for the agency. Agencies might want to reach out to others to see where they purchased their fitness equipment, which providers understand law enforcement fitness, and who offers the best service.

Specialty fitness equipment dealers' perspectives typically include a few different health considerations when selecting equipment for a fitness program.

- Cardiovascular activity
- Flexibility
- Strength

An ideal fitness room would have at least one or two pieces of cardio equipment, like a commercial treadmill or elliptical, but ideally both. They are versatile pieces that accommodate a variety of users with or without physical limitations. While officers typically don't have to run long distances, being physically capable of running short distances when a situation calls for it (e.g., a foot chase) can save the life of an officer or civilian. As mentioned previously, officers are at high risk for cardiovascular disease, and just 20 minutes of cardio a few times a week can do wonders for heart health.

Another popular piece many agencies are investing in is also one of the most affordable.



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Unique pieces, like the Jacob's Ladder (on left), simulate real-life, on-the-job movements in a controlled environment.

Smart racks hold and organize a variety of items like resistance bands, medicine balls, and stability balls. These racks are contained storage units and include a variety of self-guided stretches along with exercises to be customized by each user (usually printed directly on the balls, mats, and other items for easy access). Stretching is the most forgotten component of exercise, but it is essentially important to expanding or maintaining one's range of motion.

A Smith machine is the safest way to squat and bench press because it provides controlled movements. These weight machines also have safety features that eliminate the need for a spotter, so officers can work out alone if needed or preferred. A set of dumbbells and a bench are also economical additions that will last for many years in a well-cared for fitness room.

In addition to providing specialized equipment, officer fitness programs might want to simulate the specific physical demands that accompany police work. For example, a lieutenant in Ohio is encouraging his officers to wear weighted vests while working out. The vests add the feeling and weight similar to that of bullet-resistant vests, and adding the weight during practice makes "game time" easier on the body. Weight vests are a simple addition, but they provide a long-term impact.

Other Wellness Program Ideas

Despite budget-friendly equipment options, a fitness room might just not be feasible for some agencies. How can law enforcement leaders encourage their officers to practice a healthy lifestyle without a fitness center?

1. Ask for help from the community. Yoga is a fabulous way to increase strength and flexibility while also reducing stress. Many yoga teachers would likely be willing to donate an hour a week to help their local department. Many times, yoga sessions end with a guided meditation, which can do wonders for participants' overall mental and physical health.
2. Pedometers remind users that they need to move. The devices often make people realize they probably aren't active enough and give them a goal to strive for. Providing pedometers to officers and starting a competition with prizes and perks is a simple and affordable way to encourage physical activity.
3. Don't forget nutrition! Some nutritionists might be happy to donate their time to support those who protect them daily.

An officer's job is to protect, serve, and come home at night. It's impossible to control everything that happens on the job, but officers can affect their fitness for duty, mentally and physically. ❖

Note:

¹Tom Tracy, "Fit for Duty: Demand It," *Police* (March 1993): 18.



A variety of cardio equipment accommodates users with different physical limitations and eases boredom.



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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.

Global Concepts, Local Contexts: A Case Study of International Criminal Justice Policy Transfer in Violence Reduction

By William Graham, PhD, Lecturer, Criminology, Abertay University, Dundee, Scotland

The city of Glasgow, Scotland, has long been plagued by gang-related violence, especially in the east end of the city, which is an area of high social deprivation and related problems. The violent image and reputation of the city goes back generations, leading to commentators and the media labeling Glasgow as the crime capital of Europe.¹ In 2008, faced with the apparent failure to deal with the problems of violence, the police in Glasgow, in partnership with statutory agencies, engaged in a process of policy transfer of the Cincinnati Initiative to Reduce Violence (US CIRV). They formed a multiagency strategy, the Community Initiative to Reduce Violence (Glasgow CIRV), to tackle violence by targeting gangs and gang members both collectively and individually and encouraging them to change their lifestyle. Glasgow CIRV operated for a period of three years (June 2008–July 2011) and achieved limited success in reducing violence and weapon-carrying offences; however, in contrast to US CIRV, which is still in operation, the project failed to achieve long-term sustainability.

The author performed an in-depth case study of the policy transfer between US CIRV and Glasgow CIRV, using the Dolowitz and Marsh model of policy transfer to provide a theoretical and empirical framework to analyze the processes, mechanisms, and outcomes of the transfer.² It should also be noted that the author was the deputy project manager of Glasgow CIRV from its inception in 2008 until his retirement from the police in 2010.

Research Findings

Research shows that Glasgow CIRV engaged in the process of trying to copy the US CIRV model “in its entirety” from the outset and, indeed, copied the US CIRV management structure to provide a clear model for the project

in Glasgow.³ The program’s creators also set out to copy the method of engagement used in US CIRV, the “call-in” sessions in which gang members were compelled, through the leverage of probation and parole powers, to attend a court session to listen to speakers passing messages about the need to stop the violence.⁴

However, following discussions with members of the judiciary, it became clear that, due to the differences between U.S. and Scots laws, the proposed use of bail powers to compel gang members to attend similar sessions in Glasgow would not be possible. Thus, the Glasgow CIRV engaged in a process of emulation, taking elements of US CIRV and adapting them to fit the local context.⁵ This led to a significant difference between the two projects, as Glasgow CIRV had to ask gang members to volunteer to attend the court sessions, called “self-referral” sessions, rather than compel them to attend, as had been done in the United States.

A further significant difference between the two projects was the use of a dedicated case manager in Glasgow CIRV who looked at all factors in the engaged person’s background. This involved looking at reasons why the individuals became involved in violence and determining the best way out of their violent lifestyle and their gang and offering a range of services tailored to help. Such services included anger management, drug and alcohol counseling, and employment assistance. Furthermore, Glasgow CIRV also engaged with young, school-aged persons and actively sought ways to prevent young people from becoming involved in gangs and violence from the outset.

Glasgow CIRV, in a similar fashion to US CIRV, used a strong enforcement message to warn gang members of the consequences of continued violence. This message was conveyed at the self-referral sessions by senior police officers. Glasgow CIRV developed an enforcement matrix to be used following a violent incident.

However, it became apparent that this enforcement threat—that the whole gang would be targeted—was not possible. It was noted that

the police in US CIRV had different legal powers from those of the Scottish police: for instance, it became apparent that the Cincinnati, Ohio, Police Department could “hold back” evidence of a crime and act on it later to target the whole gang, then convey that information back at the next call-in session as evidence of a strong enforcement provision.⁶ In contrast, the Scottish police were unable to engage in such a practice of holding back evidence of a crime taking place. Scots law determines that the police have a duty to act promptly and report offenders to the procurator fiscal [Scots public prosecutor] as soon as possible if evidence of a crime becomes available.

Lessons Learned and Action Items

The lessons learned by the Glasgow CIRV team and identified in this research can be translated into action items for police chiefs to consider when embarking on such projects.

1. Develop strong partnerships with relevant agencies.

Strong partnerships were found to be crucial in the development of Glasgow CIRV, which involved members of various city agencies in the central coordinating team. Close working relationships enhanced information sharing and broke down barriers to collaboration.

Unfortunately, it became apparent during this research that not all organizations involved were fully engaged in the concept of Glasgow CIRV. For example, one prominent council officer was displeased with the project management team and disavowed belief in the concept of Glasgow CIRV. As a result, when the original funding period for Glasgow CIRV was ending, there was a lack of political support from the agency to seek further funding opportunities; subsequently, Glasgow CIRV ceased to operate in July 2011.

Therefore, it is vital that strong partnerships are developed to ensure the long-term sustainability of such programs and that all partners be fully committed to and engaged in the success of the initiative.

2. Engage with academic partners from the outset.

A further lesson learned from the failure of the Glasgow CIRV is the need to fully engage with academic partners at the outset in order to ensure that a proper and robust evaluation model is in place, as was the case in the US CIRV.⁷

Developing such an evaluation model allowed the US CIRV team to develop critical analyses of appropriate data and key indicators, which were designed for production on a regular basis.

Although some research was retrospectively carried out on the efficacy of Glasgow CIRV, it was insufficient to provide a full and rigorous evaluation of the impact of the project in a valid and reliable way, which would have been facilitated by a performance management framework established from the beginning of Glasgow CIRV and greater independent academic support.⁸ This failure meant that the Glasgow CIRV team was unable to supply key partners with evidence of the project's success, a gap that had a negative impact on the ability to seek future funding opportunities and was ultimately a factor in the project's termination.

In conclusion, two key contributors to long-term sustainability were identified: (1) strong partnerships with relevant agencies must be developed, and (2) a robust and reliable evaluation model must be built into the project at the

outset to provide support and evidence of success or otherwise of any such project. ❖

Dr. William Graham is a lecturer of criminology in the Department of Sociology at Abertay University, Dundee, Scotland. Formerly a police commander in Glasgow (Strathclyde Police), he retired from the police in 2010 after 30 years of service.

The opinions expressed in this article are those of the author(s) and do not necessarily represent the views of the IACP. The presence of this content in Police Chief does not indicate endorsement by the IACP.

Notes:

¹"Glasgow Ranked UK's Most Violent Area," BBC News, April 24, 2013, <http://www.bbc.co.uk/news/uk-scotland-glasgow-west-22276018>; Alastair H. Leyland, "Homicides Involving Knives and Other Sharp Objects in Scotland, 1981–2003," *Journal of Public Health* 28, no. 2 (2006): 145–147.

²William Graham, "Global Concepts, Local Contexts: A Case Study of International Criminal Justice Policy Transfer in Violence Reduction" (PhD dissertation, Glasgow Caledonian University, 2016); David Dolowitz and David Marsh, "Who Learns What from Whom? A Review of the Policy Transfer Literature,"

Political Studies 44, no. 2 (June 1996): 343–357; David Dolowitz and David Marsh, "Learning from Abroad: The Role of Policy Transfer in Contemporary Policy-Making," *Governance* 13, no. 1 (January 2000): 5–24.

³Andrew McKay (superintendent, Strathclyde Police, and project manager, Glasgow CIRV), in-person interview, September 21, 2012.

⁴Cincinnati Initiative to Reduce Violence, Best Practice Document (University of Cincinnati, 2008).

⁵Dolowitz and Marsh, "Who Learns What from Whom?"

⁶Robin Engel et al., *Implementation of the Cincinnati Initiative to Reduce Violence (CIRV): Year 1 Report* (Cincinnati, OH: 2008).

⁷Ibid.

⁸Damien John Williams et al., "Addressing Gang-Related Violence in Glasgow: A Preliminary Pragmatic Quasi-Experimental Evaluation of the Community Initiative to Reduce Violence (CIRV)," *Aggression and Violence Behaviour* 19, no. 6 (November 2014): 686–691.



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Routine Reports and *Garrity*

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

In 1967, a U.S. Supreme Court decision in *Garrity v. New Jersey* established that requiring public employees to make potential self-incriminating statements under the threat of job termination constitutes coercion and is, thus, unconstitutional. However, simply requiring officers to complete reports does not necessarily trigger *Garrity* protection, which would prevent the use of any potentially incriminating information or its fruits in a criminal prosecution of the officer.¹ This is the case even where an officer includes a "preamble" stating that the report is provided under threat of job loss, unless the officer's belief is reasonable.² In order to be objectively reasonable, the prevailing view from reviewing courts is that the officer's belief must be based upon an action of the state, municipality, or department and cannot simply be the result of the general obligation to tell the truth in a report. Police departments that do not intend to afford officers with the ability to avoid the use of incriminating statements contained in routine police reports in criminal cases should take steps to ensure that any subjective beliefs that refusing to complete such reports will result in termination or other severe discipline are not reasonable. A review of any statutes, ordinances, bylaws, and regulations, as well as the department's rules and policies, in addition to any past disciplinary cases, will help chiefs determine if termination (or perhaps other severe discipline) is threatened (or perceived as threatened) should officers fail to submit certain reports. Issuing clarifying directives and changing contradictory provisions of existing documents should prevent officers from reasonably believing that refusing to complete routine police reports would result in the officers' termination. Training supervisors to avoid making any such threats is also helpful.

Garrity requires some kind of imminent severe administrative punishment for failure to answer questions related to an officer's performance or fitness for duty before the employee providing the information will be deemed to have acted under compulsion. The courts have made it clear that threatening to fire public employees unless they answer questions that might incriminate them is sufficient coercion to trigger *Garrity* protection, preventing the use of any compelled statements in evidence at a subsequent criminal trial of the worker.³

...requiring public employees to make potential self-incriminating statements under the threat of job termination constitutes coercion and is, thus, unconstitutional.

In some cases, there would be little doubt that an officer's subjective belief was reasonable. A direct order accompanied by a threat of job loss from a person in a position to terminate the officer would qualify. On the other hand, if it is clear that the person issuing the order lacks the authority to terminate an officer, any claim that the officer had an objectively reasonable belief to the contrary would likely be rejected.

In most cases, an officer's immediate supervisor lacks the authority to terminate or take other severe disciplinary action simply because an officer refuses to submit a report. (Although all such reported police cases have involved threats of termination, some courts have found that threats of other economic or professionally degrading penalties can also be considered coercive enough to violate *Garrity* rights.) The U.S. Supreme Court, in *Lefkowitz v. Cunningham*, noted that a State may not impose **substantial penalties** because a witness elects to exercise his Fifth Amendment right not to give incriminating testimony against himself. (emphasis added)⁴

Where, however, invocation of the Fifth Amendment does not, by itself, result in forfeiture of the job or license in question, the fact that claiming the Fifth may, as a practical matter, result in damage to one's chances of retaining the privilege at stake does not necessarily establish a constitutional violation. The *Lefkowitz* court pointed out that the effect must be "capable of forcing the self-incrimination which the Amendment forbids."⁵

Where it becomes essential to have an officer complete a report, a department may compel the officer to do so. This determination to compel answers under threat of termination (along with appropriate immunity assurances) is usually made after an officer's initial refusal and typically involves questioning during an internal affairs investigation. While it might not be the wisest approach, a department is not legally precluded from adopting a rule or having a statute, ordinance, or bylaw that mandates termination for any refusal to complete a report—so long as it is

not done in conjunction with a demand to give up an officer's constitutional right by providing appropriate assurances of immunity for use or transactional immunity, whichever is required in the department's jurisdiction.⁶

A typical departmental rule requiring officers to be truthful and to complete all reports in a timely fashion is not likely to satisfy the "compelled" requirement courts demand. In *Confederation of Police v. Conlisk*, six police officers were suspended or discharged for violating certain rules of the Chicago, Illinois, Police Department by invoking the privilege against self-incrimination at the grand jury session.⁷ In particular, Rule 51 of the police department's rules prohibited:

*Failing to give evidence before the Grand Jury, Coroner's inquest, in court, or before any governmental administrative body, including the Police Board, when properly called upon to do so, or refusing to testify on the grounds that such testimony might incriminate the member, or refusing to sign a waiver of immunity when requested to do so by a superior officer.*⁸

According to the court, without more (such as a clear demand that the officers answer questions or face termination), this general rule was not sufficiently specific to trigger *Garrity* and make the officers' statements inadmissible in their criminal cases.

Both the U.S. Supreme Court and various federal and state courts have noted that not every consequence of invoking the Fifth Amendment is considered sufficiently severe to amount to coercion to waive the right. Some circuits have adopted the position that only termination threats can be considered compulsion and that a threat of termination must be explicit in order for the employee to be protected by *Garrity* rights.⁹ While other courts have not been so definitive, finding a case in which anything short of threatening termination has been found sufficiently coercive in a police case is difficult, if not impossible. In fact, in *Fraternal Order of Police, Lodge No. 5 v. City of Philadelphia*, the court noted specifically that it could find no case that

had held that any action short of discharge or suspension constituted such a threat.¹⁰ There, the court ruled that the lateral transfer of a police officer did not amount to the sort of penalty that could be considered coercive with respect to Fifth Amendment rights. In that case, the officers refused to answer a questionnaire as a requirement for admission into or remaining in a special investigation unit.

Where an officer's claim of an objectively reasonable belief is based on something short of an outright threat of termination, courts will look at any statutes, ordinances, bylaws, rules, or regulations, or even the way a department has handled similar cases in the past, to see whether termination is the required response to an officer's refusal to complete a report. Virtually all reported appellate-level cases have involved situations where officers' answers were given during some sort of internal investigation. It does not appear that any court has extended *Garrity* immunity to a routine investigative report. In one 1997 case that did involve orders to complete a routine police report, *People v. Sapp*, the Colorado Supreme Court noted that, although the officers held a subjective belief that they faced dismissal for refusal to provide a report, their belief was not objectively reasonable because their superiors had done nothing to give them their subjective belief other than directing them to provide the reports. As a result, *Garrity* did not apply, and the reports were admissible

against the officers during their criminal trials.¹¹ In that case, two officers who were suspected of misconduct while handling a domestic dispute incident were called in by their superiors and told to prepare a written report concerning the incident. No warnings or threats of any type were provided. Both officers complied and were subsequently charged criminally. They moved to suppress their statements pursuant to *Garrity*, arguing that they believed they would have been fired had they not provided their reports. The officers' superiors testified that while they would have considered refusal to provide the reports as insubordination and would have punished the officers, they would not have fired the officers had they asserted their Fifth Amendment right and refused to provide a report.

The Colorado Supreme Court noted that as long as the officers had a subjective belief that they faced dismissal for a refusal to provide the report and that belief was objectively reasonable, *Garrity* would apply and the reports could not be used against them criminally.¹² However, since there was no regulation or statute that would have mandated a severe administrative punishment for a refusal to provide a report, the Colorado Supreme Court reversed the lower court's suppression of the officers' statements, explaining that the objectively reasonable belief must be based upon an action of the state and cannot simply be the result of the general obligation to tell the truth in a report.¹³ ♦

For an extended version of this article, which also includes 10 recommendations for law enforcement executives, visit Police Chief Online: www.policechiefmagazine.org/chiefs-counsel-routine-reports-and-garrity

Notes:

¹*Garrity v. New Jersey*, 385 U.S. 493 (1967).

²See *United States v. Friedrich*, 842 F.2d 382 (D.C. Cir. 1988).

³See *Garrity*, 385 U.S. 493; *Uniformed Sanitation Men Ass'n, Inc. v. Commissioner of Sanitation*, 392 U.S. 280 (1968); *Gardner v. Broderick*, 392 U.S. 273, 278 (1968).

⁴*Lefkowitz v. Cunningham*, 431 U.S. 801, 805 (1977); see also *Minnesota v. Murphy*, 465 U.S. 420, 434 (1984).

⁵*Lefkowitz*, 431 U.S. at 806; see also *Flint v. Mullen*, 499 F.2d 100, 104 (1st Cir. 1974), "[N]ot every undesirable consequence which may follow from the exercise of the privilege against self-incrimination can be characterized as a penalty."

⁶In states where transactional immunity is required, consultation with the prosecutor and department's legal advisor is essential.

⁷*Confederation of Police v. Conlisk*, 489 F.2d 891 (1973).

⁸*Id.*

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

¹⁰*Id.*

¹¹*People v. Sapp*, 934 P.2d 1367 (1997).

¹²*Id.*

¹³*Id.*



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Ideas from Research on Improving Police Efforts to Control Crime

By Cynthia Lum, Professor, Criminology, Law and Society, George Mason University; Christopher S. Koper, Professor, Criminology, Law and Society, George Mason University; and Daniel S. Nagin, Professor, Public Policy and Statistics, Carnegie Mellon University

Preventing crime, securing public safety in fair and lawful ways, and building public confidence and trust in the police, should be core missions of law enforcement in democratic societies.¹ To achieve these missions, the police use a variety of tactics, including responding to calls for service, conducting generalized and directed patrol, performing investigations and making arrests, proactively targeting problems, engaging the community, and employing an assortment of technologies and analyses. Given their breadth, prioritizing these diverse tactics and establishing policies on the circumstances of their use is not easy. Sensitivity to the political, economic, and social climate in which law enforcement operates is required. Still another crucial ingredient is research and science.² Indeed, “getting it right” requires that research and science have seats at the law enforcement decision-making table. Decades of research provide invaluable information for devising successful strategies to prevent crime and disorder and to advance citizen confidence and trust in the police. The following nine points are a short list of best practices on crime control and prevention for law enforcement executives based on what is known from research.³

1. Effective crime prevention is best achieved with proactivity. In recent decades, law enforcement agencies have begun the process of shifting from reactive, enforcement-oriented strategies to proactive, prevention-oriented approaches. That shift needs to accelerate. Proactivity involves anticipating crime and disorder before it happens, using tools such as crime analysis and mapping, community assessments, and other

sources of information to create interventions intended to deter and prevent crime. Such well-tested innovations include directed patrol at crime hot spots, problem-solving with third parties, intelligence-led policing, and focused deterrence strategies. Proactivity also involves building community relationships that improve police service delivery and citizen willingness to cooperate. These types of activity usually take place during non-committed time when officers are not responding to calls for service. What officers do during that time is inextricably linked to the frequency and amount of time spent on calls for service.

2. We cannot arrest our way out of crime. Proactivity reduces arrests by preventing crime in the first place—if a crime is prevented, then there is no perpetrator to arrest. While arrests are a necessity, particularly for serious crimes, arrests themselves have little impact on crime. This conclusion might seem illogical, but it is the threat of apprehension, not apprehension itself, that deters. In other words, proactivity deters criminal activity by increasing the perceived threat of apprehension. A large body of research shows that clearance rates in the United States have remained remarkably stable for the last three decades (with some exceptions such as homicide clearance rates, which are decreasing) and are unrelated to crime rates.⁴ Thus, centering decision-making, training, acquisition of technologies, crime analysis, and the like on the goal of increasing arrests will not lead to the crime control effects hoped for by law enforcement agencies. Also, research shows that aggressive arrest strategies for minor offenses are not associated with crime prevention gains

and can increase the risk of alienating citizens and creating racial and ethnic disparities in enforcement rates.

3. Focus on places, not just people. Research has consistently shown that crime is concentrated in specific places.⁵ These are locations where people’s routine activities (i.e., work, recreation, and daily lives) and the social and physical characteristics of the environment (e.g., poor lighting at bus stops, out-of-sight alleys, and abandoned homes) converge to create attractive criminal opportunities for would-be offenders.⁶ Proactively targeting criminal opportunities at high-crime locations has well-documented salutary impacts on crime by deterring offenders and better protecting potential victims. Despite these proven impacts, police still primarily focus their time and effort on specific persons and the reactive investigation of individual crime events. Place-based approaches can be implemented in patrol through hot spots patrols and other prevention efforts, such as crime prevention through environmental design (CPTED), situational crime prevention, use of third-party assistance, and other problem-solving strategies directed at specific places. Agencies should also consider opening investigative “cases on places” to develop and track interventions at problem places.⁷

4. Favor tailored, problem-oriented interventions and deployments over generic, nontargeted approaches. In addition to proactive, place-based strategies, law enforcement’s effectiveness is also enhanced by the use of tailored problem-solving tactics that address underlying features of the social and physical environment that contribute to crime.⁸ These approaches encompass a

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The culture, policies, practices, and traditions of an organization determine how a particular technology is used—thus shaping the outcomes achieved with that technology.

broad range of strategies focused on problem places, people, and conditions. These strategies are most effective when police devote sufficient resources to careful problem analysis and response implementation: i.e., problem-solving is targeted toward hot spots or repeat offenders, situational crime prevention and CPTED is used to block opportunities contributing to the problem, and law enforcement collaborates with other criminal justice agencies or community members to develop and carry out responses that emphasize prevention as well as enforcement.

5. Of offender-based tactics, targeted offender approaches are the most effective. Targeted enforcement on the most serious offenders using focused deterrence in high-crime places is the most promising of the offender-focused policing tactics.⁹ Offender-focused approaches also are most effective when they are multifaceted and based on sound risk assessment and intelligence. Examples include the “pulling levers strategy” that concentrates multi-agency enforcement and prevention efforts on groups at a high risk for violence. It is important, however, that offender-focused approaches be balanced with place-based, proactive, and tailored prevention strategies to sustain long-term gains in crime prevention.

6. Community support is essential. Community members’ participation and input play three important roles in the implementation of strategies that are effective in preventing crime. First, community members are an important source of knowledge, intelligence, and ideas for creating tailored crime prevention approaches that can be sustained over time. Second, when agencies are about to implement enforcement-oriented approaches, transparency and communication with recipient neighborhoods can increase support and reduce complaints.¹⁰ Finally, community members’ consistent and reliable feedback can help law enforcement understand the impact of police activities on confidence and trust, particularly in communities where the police operate heavily. Law enforcement needs to more accurately and consistently measure community reaction to various police activities.¹¹ While agencies have highly integrated records management

systems for recording crime events, they do not often make systematic efforts to determine community members’ knowledge of and response to police activities; however, this knowledge is a crucial ingredient to creating a more lawful and fair approach to policing.

7. Strategize to optimize the adoption and use of technology. Law enforcement executives are bombarded with claims about new technologies, all of which promise to make law enforcement more efficient and effective. Research on police technologies, however, reaches two important conclusions about technology use and management. The first is that law enforcement often shapes the use of the technology, not the other way around.¹² The culture, policies, practices, and traditions of an organization determine how a particular technology is used—thus shaping the outcomes achieved with that technology. For example, if an agency focuses on reactive, individual-focused, nontargeted approaches to policing, crime analysis or a new records management system will be used to advance those purposes and will be less likely to improve the agency’s performance in reducing crime. Similarly, if an agency already has poor relationships with its community, introducing social media into the mix is unlikely to fix that problem. Second, adopted technologies might not achieve the results expected or can lead to greater inefficiencies or backfire effects. Anticipating these effects when considering technology adoption requires agencies to be knowledgeable on outcomes research about the effects of technology and to carefully consider the ways in which new and existing technologies can be deployed and used at all levels of the organization to meet goals for improving efficiency, effectiveness, and agency management.

8. A well-functioning crime analysis unit is a necessary ingredient for implementing evidence-based approaches for crime control. Crime analysts are central to incorporating many of these research findings into practice. They support proactive strategies by analyzing past events and opportunity structures to understand the when, why, who, and where of crime events. Because crime analysts often specialize in geographic information systems, they can better pinpoint specific places that need both short- and long-term attention from patrol and investigations. Their expertise with data systems allows them to understand long-term trends, identify stable hot spots and serious offenders, and link them for the purpose of creating tailored, problem-solving, or focused deterrence strategies. Crime analysts are also vital to carrying out evaluations of how community members feel about the effectiveness and fairness of law enforcement.

9. Match training, supervision, rewards, agency infrastructure, and leadership to achieving strategic goals. If law enforcement agencies want their officers to better align their practices with what is known from decades of field research in policing, such knowledge must be institutionalized into organizational structures and systems.¹³ For example, academy, in-service, and professional training need to provide law enforcement officers with the theories of evidence-based approaches to policing and the empirical justification and the tools needed to achieve these adjustments. Supervision, performance metrics, rewards, and promotions have to be realigned with activities that reflect evidence-based strategies for preventing crime and improving trust. Achieving many of these activities also requires strengthening and expanding research and planning units, crime analysis divisions, and partnerships with outside researchers and third parties. Leadership systems and managerial activities, including CompStat, also need to be flexible and dynamic in order to respond to new knowledge and information and to changing political, social, and environmental contexts. Ad hoc programs, temporary programs, or the acquisition of new technologies are not enough to sustain and institutionalize approaches that can yield important crime control effects and improved relationships with communities. ♦

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Notes:

¹Cynthia Lum and Daniel S. Nagin, “Reinventing American Policing,” *Crime and Justice* 46, no. 1 (2017): 339–393.

²Cynthia Lum and Christopher S. Koper, *Evidence-Based Policing: Translating Research into Practice* (New York, NY: Oxford University Press, 2017).

³There are a number of studies that have sifted through and collated policing research about crime prevention and control, including: Lawrence W. Sherman and John E. Eck “Policing for Crime Prevention” in *Evidence-Based Crime Prevention*, eds. Lawrence W. Sherman et al. (London, UK: Routledge, 2002), 295–329; National Research Council, *Fairness and Effectiveness in Policing: The Evidence*, eds. Wesley Skogan and Kathleen Frydl (Washington, DC: National Academies Press, 2004); David



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Weisburd and John E. Eck, "What Can Police Do to Reduce Crime, Disorder, and Fear?" *The Annals of the American Academy of Political and Social Science* 593 (May 2004): 42–65; Cynthia Lum, Christopher S. Koper, and Cody W. Telep, "The Evidence-Based Policing Matrix," *Journal of Experimental Criminology* 7, no. 1 (2011): 3–26; Lum and Nagin, "Reinventing American Policing"; Lum and Koper, *Evidence-Based Policing*.

⁴Daniel Nagin, "General Deterrence: A Review of the Empirical Evidence" in *Deterrence and Incapacitation: Estimating the Effects of Criminal Sanctions on Crime Rates*, eds. Alfred Blumstein, Jacqueline Cohen, and Daniel S. Nagin (Washington, DC: National Academies Press, 1978), 95–139; Daniel Nagin, "Criminal Deterrence Research at the Outset of the Twenty-First Century," *Crime and Justice* 23 (1998): 1–42; Daniel Nagin, "Deterrence in the Twenty-First Century," *Crime and Justice* 42, no. 1 (2013): 199–263; Lum and Nagin, "Reinventing American Policing."

⁵See Lawrence 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 (1989): 27–56; David Weisburd, Elizabeth Groff, and Sue-Ming Yang, *The Criminology of Place* (Oxford, UK: Oxford University Press, 2012).

⁶See Sherman, Gartin, and Buerger, "Hot Spots of Predatory Crime"; Patricia Brantingham and Paul J. Brantingham, "Environment, Routine and Situation: Toward a Pattern Theory of Crime," *Advances in Criminological Theory* 5 (1993): 259–294.

⁷Lum and Koper, "The Case of Place Strategy: Changing the Unit of Investigations," chap. 12 in *Evidence-Based Policing*, 201–227; Christopher S. Koper, Jeffery Egge, and Cynthia Lum, "Institutionalizing Place-Based Approaches: Opening 'Cases' on Gun Crime Hot Spots," *Policing: A Journal of Policy and Practice* 9, no.3 (2015): 242–254.

⁸See David Weisburd et al., "Is Problem-Oriented Policing Effective in Reducing Crime and Disorder?" *Criminology & Public Policy* 9, no. 1 (2010): 139–172.

⁹See Anthony Braga and David Weisburd, *The Effects of 'Pulling Levers' Focused Deterrence Strategies on Crime*, Campbell Systematic Reviews 6 (Jerusalem, Israel: Hebrew University of Jerusalem, 2012); Anthony Braga, David M. Hureau, and Andrew V. Papachristos, "Deterring Gang-Involved Gun Violence: Measuring the Impact of Boston's Operational Ceasefire on Street Gang Behavior," *Journal of Quantitative Criminology* 30, no. 1 (2014): 113–139.

¹⁰Lawrence Sherman, James W. Shaw, and Dennis P. Rogan, "The Kansas City Gun Experiment," *Research in Brief*, National Institute of Justice, January 1995, <https://www.ncjrs.gov/pdffiles/kang.pdf>.

¹¹Lum and Nagin, *Evidence-Based Policing*.

¹²Peter Manning, *The Technology of Policing: Crime Mapping, Information Technology, and the Rationality of Crime Control* (New York, NY: NYU Press, 2008); Christopher S. Koper, Cynthia Lum, and James J. Willis, "Optimizing the Use of Technology in Policing: Results and Implications from a Multi-Site Study of the Social, Organizational, and Behavioral Aspects of Implementing Police Technologies," *Policing: A Journal of Policy and Practice* 8, no. 2 (2014): 212–221; Wanda J. Orlikowski and Debra C. Gash, "Technological Frames: Making Sense of Information Technology in Organizations," *ACM Transactions on Information Systems (TOIS)* 12, no. 2 (1994): 174–207.

¹³For an extensive discussion of institutionalizing research into practice, including examples, see Lum and Koper, *Evidence-Based Policing*.



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Community Opioid Outreach Program: A Guardian Mentality Approach to Drug Abuse Intervention and Treatment

By William Taylor, Superintendent, Lowell, Massachusetts, Police Department, and Maryann Ballotta, Public Safety Research and Planning Director, Lowell, Massachusetts, Police Department

All photos courtesy of Lowell, Massachusetts, Police Department.

The City of Lowell is the fourth largest city in the Commonwealth of Massachusetts, with more than 109,000 residents. Lowell is a very diverse community; it has been estimated that nearly one-third of residents have emigrated from a variety of countries, including Cambodia, Brazil, Portugal, and several African nations. The Lowell Police Department (LPD) currently consists of 250 full-time sworn officers who are responsible for patrolling 14.5 square miles. Additionally, 74 full-time civilian staff members support operations in various capacities including dispatch, records management, community outreach, grant and fiscal management, research and development, crime analysis, and management information systems. The mission of the LPD is to work with the community to reduce crime, to lower the fear of crime, and to improve the quality of life in Lowell. The LPD focuses on partnership, professionalism, integrity, and fairness.

Since the mid-1990s, the LPD has been considered a leader in community policing. Key components of this success are the agency's partnerships with residents, businesses, and social service agencies within the city. The LPD has a history of working with and alongside these partners to help solve the very complex issues daily facing public safety.

Challenge: Opioid Epidemic

The opioid epidemic experienced across the United States in recent years has had a severe impact on Lowell. While heroin and other opioids have always been a serious concern for public safety and health professionals, over the last five years, this issue transformed into a full-blown public health crisis. According to data from the Massachusetts Department of Public Health, the number of opioid-related deaths in the state increased by 64 percent from 668 in 2012 to 1,099 in 2014. Alarmingly, opioid overdoses killed four and a half times more people in Massachusetts than motor vehicle crashes during the first half of 2015.¹ The opioid addiction and overdose epidemic has affected all of Massachusetts; however, it has been particularly devastating in Lowell. According to Trinity Emergency Medical Service (EMS), in 2015, there were 579 confirmed cases of opioid overdoses in Lowell, of which 56 were fatal. In 2016, there were 62 confirmed opioid overdose deaths and 687 non-fatal opioid-related overdoses.²

The LPD is taking a two-pronged approach of treatment and enforcement to fight this epidemic. The LPD's Special Investigations Section (SIS) is responsible for investigating all cases involving drugs, prostitution, liquor laws, and gambling; however, their

primary focus is currently on heroin and fentanyl investigations. The LPD also has three detectives dedicated to task forces in Greater Lowell. The focus of the task forces is to disrupt heroin and fentanyl trafficking in the Greater Lowell area. The LPD is focused on investigating and arresting mid- and high-level drug dealers in the city; therefore, the agency is not as focused on arresting addicted individuals or those who experience overdoses. Additionally, in 2012, Massachusetts passed the Good Samaritan Law, which protects people who call 911 during an overdose from being charged with possession of a controlled substance.

To assist in combating the epidemic, in the summer of 2015, LPD officers began carrying naloxone in cruisers to help save overdose victims. However, the LPD soon realized that this was not enough. In early 2016, Superintendent William Taylor responded along with patrol officers to a fatal opioid overdose call in a homeless encampment on abandoned train tracks. The remarkable part about this incident is that it was not remarkable at all. The 28-year-old male died alone, among trash and rodents, in terrible living conditions. Responding personnel learned from other homeless individuals who lived nearby that the victim was trying to access treatment. He had an appointment scheduled for two weeks from the date of his death. The deputy superintendent happened to find the victim's obituary and learned that the young man was from a neighboring community and had a loving family that tried to help him; he also served in the Massachusetts National Guard. Similar scenarios were occurring on a regular basis across the city. This particular incident was the tipping point, and Superintendent Taylor realized that the LPD had to be more proactive and connect non-fatal overdose victims to treatment or other services before they became the next fatal statistic.

Solution: Community Opioid Outreach Program

The public safety challenges faced by the LPD on a regular basis require a multidisciplinary approach. The LPD frequently calls upon other city departments, residents, businesses, and social service agencies to assist with public safety issues in the city. The LPD realizes that the police cannot do it alone and it takes a team approach, which is why they continuously focus on building these relationships. In fact, several members of the LPD also serve on social service agency boards. The LPD's search for a solution to the opioid epidemic was no different.

Soon after the recounted incident, Superintendent Taylor instituted a new protocol for responding to overdoses and created the Community Opioid Outreach Program (CO-OP). It made sense for Superintendent Taylor to assign an officer to the CO-OP team since



the LPD responds to most overdoses in the city and has access to the information needed to find and contact individuals who have overdosed. The LPD had a history of working with the local addiction treatment service provider, Lowell House, Inc., and Superintendent Taylor was also a board member for the organization. Superintendent Taylor reached out to the executive director, Bill Garr, to find out if Lowell House could commit any resources to the team. Mr. Garr was willing to commit any resources he could at the time, while also researching other funding sources to help dedicate personnel to the team. Additionally, Lowell Fire Chief Jeffrey Winward approached Superintendent Taylor to assign a full-time firefighter who is EMS trained to the team. The Lowell Fire Department's firefighters also respond to all medical calls; therefore, this was a natural partnership. Understanding that this is a public health issue, Superintendent Taylor also reached out to the Lowell Health Department for assistance. Unfortunately, he soon realized that the health department was severely understaffed and was not able to commit any personnel at that time. As the search for CO-OP team members continued, Superintendent Taylor and other city leaders quickly realized that more resources were needed.

The LPD and the City of Lowell applied for several grants through private, state, and federal agencies, and in the fall of 2016, the LPD was awarded funding through the Bureau of Justice Assistance Smart Policing Initiative. With the addition of this funding, the CO-OP team has expanded to include personnel from the Lowell Health Department and the Mental Health Association of Greater Lowell, allowing the team to better serve victims. The CO-OP team also has a partnership with the University of Massachusetts, Lowell (UML) to analyze the data of fatal and non-fatal overdoses to pinpoint

possible points along the way in these individuals' lives where prevention or education strategies could have been applied. Additionally, the data will be used to identify and understand what works and what strategies could be replicated in other cities and towns facing the same problem.

The LPD patrol officers respond to every reported overdose in Lowell. This makes the LPD a natural point of entry for intervention services. Overdose victims receive intervention services through CO-OP. When officers respond to an overdose, they obtain contact information for the victim, which will be documented in the incident report. In the event that a victim is homeless, officers will attempt to find out where the individual can typically be found during the day. The dedicated CO-OP officer reviews overdose incident reports on a daily basis and creates a list of overdose victims that need follow-up home visits.

The LPD's CO-OP officer works with substance abuse clinicians from the Lowell Health Department, a Lowell firefighter, and substance abuse outreach specialists and recovery coaches from Lowell House to follow up with overdose victims using the contact information obtained by patrol officers. Victims will be contacted within 24–48 hours of their overdose. Research indicates that drug users are more likely to seek treatment shortly after experiencing an overdose, and speaking with someone about treatment after an overdose is positively correlated with seeking treatment.³ Once contact is made, the CO-OP team educates the victim on treatment options and directly connects him or her with services.

Recently, Trinity EMS has joined the team. Trinity EMS is the city's private ambulance service and responds to all overdose calls. At times, Trinity EMS arrives at a scene first and is off to the hospital when police arrive. Additionally, there are incidents when

Research indicates that drug users are more likely to seek treatment shortly after experiencing an overdose, and speaking with someone about treatment after an overdose is positively correlated with seeking treatment.

it is not obvious that the medical call is actually an overdose. This is information that Trinity sometimes acquires while transporting the individual to the hospital. Due to the Health Insurance Portability and Accountability Act (HIPAA) of 1996, Trinity EMS cannot share this information with the LPD; therefore, their addition to the CO-OP team is invaluable as they are able to conduct outreach to the overdose victims that the LPD was not able to document due to lack of information.

The LPD faces an uphill battle with the opioid epidemic. The CO-OP team is highly regarded with this population, and the team members are trusted; nonetheless, they are still rejected by overdose victims on a regular basis. However, the CO-OP team continues to stop by and visit victims even when they have been rejected, and there have been several situations where overdose victims rejected the team numerous times and later took advantage of the services offered.

In one example, the CO-OP team visited a man who overdosed on three different occasions. In one case, this individual was found on the train tracks by other active users who called 911 and used naloxone supplied by the CO-OP team to revive him. After many attempts by the team to get this person into treatment, he finally came around and asked for help. The CO-OP team was able to get him into a detox, shelter, and outpatient program. Any time this individual now makes contact with members of the team, he thanks them for saving his life.

In another example, the CO-OP team attempted to help an individual who overdosed on several occasions, but refused help every

time he was approached. This man was running all over the city with different active users, who continued to tell the team that he was going to die from an overdose. The CO-OP team visited his home and educated his mother on how to get a Section 35 for her son. Massachusetts General Law Section 35 allows a family member to involuntarily commit another family member who is an alcoholic or substance abuser to a treatment facility. The mother and the user's daughter were able to get him committed for treatment.⁴ While he was not happy with the team for educating the family about Section 35, after two weeks in treatment, he reached out to his family and informed them that he was glad the CO-OP team saved his life. He has been clean and sober for over seven months and has even been featured on a local news station to talk about the CO-OP team.

The city has realized a 60 percent reduction in fatal overdoses when comparing January–April 20, 2016 (25 deaths) to January–April 20, 2017 (10 deaths), which is promising.⁵ However, nonfatal overdoses have increased by 13.5 percent when comparing January–March 2016 (155) to January–March 2017 (176), according to Trinity EMS.⁶ One possible reason for the apparent increase in nonfatal overdoses is that more people are willing to call 911 when they witness an overdose, reducing overdose fatalities. Another possibility is that there is an increase in availability of opioids in the community. As part of the ongoing research, the LPD and UML will be able to review a timely analysis of these data. By increasing the capacity of the CO-OP team and partnering with UML researchers to consistently and effectively track data, Superintendent Taylor and city leaders are striving to decrease both fatal and nonfatal opioid-related overdoses and to assist people in accessing treatment services.

Due to the LPD's community policing and problem-solving philosophy, the agency was selected to be part of the Advancing 21st Century Policing Initiative, which is a small cohort of law enforcement agencies from across the United States that have made significant strides in implementing the recommendations of the 21st Century Policing Task Force report.⁷ The IACP, funded by the Office of Community Oriented Policing Services and in collaboration with CNA, works directly with 15 U.S. law enforcement agencies to document and report their progress on implementing the recommendations of the 21st Century Policing Task Force report. The CO-OP program is just one of the many initiatives the LPD has implemented in order to increase quality of life and improve crime prevention. ❖

Notes:

¹Matt Rocheleau, "Opioid Overdoses Far Outpace Car-Crash Deaths in Mass.," *Boston Globe*, October 22, 2015, <https://www.bostonglobe.com/metro/2015/10/22/mass-opioid-overdoses-kill-more-than-times-many-people-car-crashes/XKONDLEt3wyDP883g44tLO/story.html>.

²The number of both fatal and nonfatal opioid overdoses in 2015 might actually be higher, as numerous cases that involved suspected or potential opioid overdoses have yet to be officially confirmed by the medical examiner.

³Robin A. Pollini et al., "Non-Fatal Overdose and Subsequent Drug Treatment among Injection Drug Users," *Drug and Alcohol Dependence* 83, no. 2 (2006): 104–110.

⁴Mass. Gen. Laws Part I, Title XVII, Chapter 14, §35, April 24, 2016.

⁵Lowell Police Department, internal records, 2017.

⁶Trinity EMS, overdose reports, 2017.

⁷Office of Community Oriented Policing Services, IACP, and CNA, Advancing 21st Century Policing Initiative.



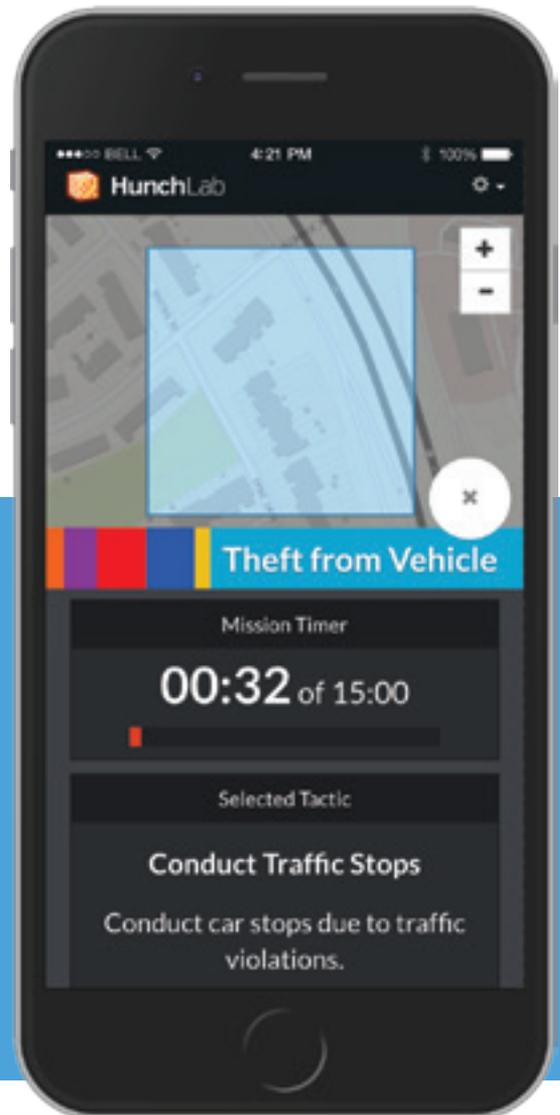


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Driving Down Violent Gun Crime with Data Analytics

By Eric Jones, Chief, Stockton, California, Police Department

In 2011, the City of Stockton, California, found itself in an unenviable position. Despite the diligent efforts of the short-staffed but dedicated department, it was ranked the second most violent city in California and the tenth most violent city in the United States.¹ Law enforcement and the community were frustrated and looking for better results. The department's leadership was deploying its most valuable resources—the men and women of its force—based on experience, sound practices, and instinct, but it wasn't enough. Working harder wasn't the answer; the department needed to work smarter.

Evidence-Based Policing

The department's leadership realized that if they didn't make changes, they wouldn't see any changes. Plus, they realized that solely relying on experience and gut instinct would make them right only about 50 percent of the time—or less. That's when they began to focus on evidence-based policing.

Evidence-based policing has been defined as "a law enforcement perspective and philosophy that implicates the use of research, evaluation, analysis, and scientific processes in law-enforcement decision-making."² Evidence-based policing requires evaluating whether the actions an agency is taking are actually working. That evaluation takes many forms—conducting research, examining various metrics, and simply taking a close look at the strategies being employed and whether they are working in the field as intended. If the efforts aren't yielding the intended results, then the agency needs to regroup and make the necessary changes.

When the Stockton Police Department made the decision to incorporate evidence-based policing into its resource deployment strategy, predictive analysis in policing was

very new. Some U.S. law enforcement agencies were starting to use predictive analysis to forecast crime, but the efforts had largely centered on using data and analytics to forecast and decrease property crime. In Stockton's case, the department chose to focus on reducing violent firearm-related crime. In doing so, the department's leadership knew that they were charting new territory in policing.

In order to implement this new approach, the department selected a crime analysis platform that uses predictive and analytical software and mapping tools to identify and analyze crime activity and patterns.³

In addition, the Stockton Police Department acquired a dedicated crime analyst from their software provider, LexisNexis Risk Solutions, who works on-site with a team of seven Stockton Police Department crime analysts.

Stockton's crime analysts leverage the predictive software to combine data from

disparate data sources and look at the past history of gun violence over a defined period and analyze the data spatially and temporally (day of week and time of day). These efforts are the foundation of Project Forebode.

Project Forebode

Project Forebode stands for forecast-based deployment. As applied to Project Forebode, the evidence-based policing process comprises three phases at Stockton Police Department.

Phase I: Data Testing

All good research begins with a question and a control group to test the hypothesis. The question is, will gun crime actually happen as forecasted? In this case, the control group comprises 2014 data from the records management system (RMS) in the following categories: homicide, attempted homicide, robbery (commercial), robbery (individual), and aggravated assault. The



The data analytics dashboard presents a visual look at compiled crime data from various angles, such as crime class and frequency per day, week, or hour.

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The heat map combines crime type and frequency data with geospatial data to pinpoint high-crime zones and guide the department in determining where to deploy the most resources.

crime analysts filter for incidents involving firearms and filter out domestic violence cases. Analysts do not consider the size or population of the district in their analyses. The data were selected from 2014 because they were “untreated,” meaning the department did not use an analytical framework to dispatch officers to a forecast zone at that time.

After filtering the results, the crime analysts examine data from each of the city’s six law enforcement districts for a certain period of time and location. For the forecast to be accurate and reliable, pulling the data by the same set of parameters (month, six months, year, or whatever time period is selected) is important. For example, to forecast crime for the month of January 2016, the analyst could pull the data for a year (December 31, 2014–December 31, 2015) or six months, or whatever timeframe that works best for the agency. If a year was the parameter selected for January, then in February, the analyst would also use a year, pulling the data from January 31, 2014, to January 31, 2015, to forecast February data, and so on. In terms of location, the forecasted districts are small zones that account for 30 percent of all gun crimes in the jurisdiction.

Analysts prepare monthly presentations for Stockton Police Department’s Intelligence and Planning (ICAP) team, describing the forecast, incorporating a map of the area in a bounded box, and labeling the streets. The first Wednesday of each month, an analyst presents the forecast zones of all firearm-related violent crime for each of the six districts at the ICAP meeting, so the

team can decide where to deploy resources. Based on the forecast data, the members of the ICAP meeting select two districts—one in the north and one in the south—to serve as the primary and secondary districts of focus for the month.

Phase II: Operationalizing the Forecast

Analytics alone are not enough to prevent violent firearm-related crime; they must be combined with good old-fashioned police work to have an effect. The Stockton Police Department places a premium on the knowledge and experience of its officers. They know what is going on in the field, and the department’s leaders ensure that officers’ feedback is incorporated into the process of selecting the primary and secondary forecast areas. The principle vehicle for gathering this information is the ICAP meeting.

The ICAP meeting includes participants from the following areas: field operations (patrol), investigations (vice), the public information office, strategic operations, traffic, Neighborhood Services, and the Office of Violence Prevention, as well as the analysts for each of the six districts. Command staff solicits input on what the ICAP participants are hearing and seeing in the field with regard to the primary and secondary districts. For example, ICAP participants are asked questions, such as, which district is more likely to have a shooting or homicide this next month? Which district has had an uptick in violence?

Based on the forecast and ICAP participants’ intelligence, the primary and secondary district zones are locked for the month.

Command staff issues a directive to ICAP participants asking them to provide their action plan for using their individual and collective areas of expertise to prevent gun violence in the designated areas.

For example, in the months of July and August 2016, there was a significant increase in gun violence in the area of Ponce DeLeon and North Sacramento Road. As expected, crime analysis presented a forecast area for the month of September that included a neighborhood surrounding the area of Ponce DeLeon and North Sacramento Road. This forecast area was selected by the members of the ICAP meeting to receive the extra attention for the month of September. During that month, the police department not only had patrol officers making extra checks in the neighborhood and being dispatched to that neighborhood as a result of the calls generated, but they also rolled out other proactive units to try to maintain a visible presence of police. That increased presence and attention to the area is designed to prevent gun violence from occurring.

Phase III: Continuous Improvement

Operationalizing Project Forebode was just the beginning. Command staff recognized that it was not enough to develop the consistent parameters for the forecast. The process must be refined, based on intelligence from the field and lessons learned from reviewing forecast results. For example, rather than just dispatching a police car to the district where the forecast indicated an area would be “hot” with violent firearm-related crimes, the department focused all of its resources from ICAP participants in those zones. For the approach to be successful, command staff realized it needed to have these additional resources in the districts at least 15 percent of the time.

Early indications are showing a reduction in firearm-related violent crime. The department preliminarily saw a 40 percent to 60 percent month-to-month decrease in firearm-related violent crime incidents in respective ICAP-selected forecast zones from March through May 2016. The department also preliminarily saw a 20 percent to 30 percent decrease in property crime. However, the benefit of using an evidence-based approach to policing is that if the department isn’t seeing a decrease in gun crime, it simply pivots and alters its zones based on intelligence from the field.

Conclusion

The evidence-based approach has proven popular internally—officers and analysts like it. Plus, the Stockton Police Department is starting to add new recruits to its force, in part due to its use of this innovative approach. New officers want to come to work for a police force that is using data to drive down crime. Most importantly, the community is

Evidence-based policing has been defined as “a law enforcement perspective and philosophy that implicates the use of research, evaluation, analysis, and scientific processes in law-enforcement decision-making.”

seeing a decrease in firearm-related violent crime because its police department is using technology to help fight the problem. The Stockton Police Department is committed to both leveraging an evidence-based approach to policing and to continuing to innovate. ❖

Eric Jones began his career with the Stockton, California, Police Department in 1993, where he served in a number of capacities before his appointment as the chief of police in 2012. Chief Jones led the department in intelligence-led policing and real-time policing, and he created the agency's first community response teams and community advisory board. Under his leadership, Stockton was selected as one of only six pilot sites for the National Initiative for Building Community Trust and Justice. Chief Jones is a member of IACP and the California Police Chiefs Association and is a past president of the Central Sierra Police Chiefs Association.

Notes:

¹Jordan Guinn and Zachary K. Johnson, "Stockton No. 2 in Violent Crime," *Recordnet.com*, June 21, 2012, http://www.recordnet.com/article/20120621/A_NEWS02/206210333.

²Cynthia Lum and Christopher S. Koper, "Evidence-Based Policing," in *Critical Issues in Policing*, eds. Roger Dunham and Geoffrey Alpert, 7th ed. (Longrove, IL: Waveland Press, 2015), 260.

³LexisNexis Risk Solutions, "Accurint Crime Analysis—Software for Predictive Policing," <http://www.lexisnexis.com/risk/products/government/accurint-crime-analysis.aspx>.

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shifts from placing a primacy on the gang as a group to explain or reduce crime to, instead, placing primacy on the actions and motives of the specific individuals who are either part of the gang or may seek to join a gang. Therefore, focused deterrence is based on the notion that a reduction in overall crime will occur by focusing surveillance efforts on deterring specific individuals from joining a gang or to desist from participating in a gang. Research suggests that when individuals who commit crimes are subject to intensive surveillance and punishment by the criminal justice system, they are more likely to avoid future crimes if they believe the crimes will result in additional contact with these institutions.⁶ Research has suggested that community-oriented policing is also effective in reducing crime. It can be argued that focused deterrence is a type of community-oriented policing that maintains a zero-tolerance ideology and is tough on crime.⁷ It is possible that placing harsh restrictions on offenders will make them less likely to benefit from criminal activity. Deterrence theory, when put into action, results in broad and sweeping penalties for each and every offender who engages in the criminal activities that are the focus of the surveillance and deterrence efforts. This makes the assumption that the offenders themselves should be the primary focus of the deterrence by the criminal justice system, as opposed to focusing on the group or associations (e.g., gangs) that might contribute to an individual's propensity to commit crimes. Focused deterrence follows deterrence theory concepts, which employ swift and harsh punishment to reduce the likelihood that individual actors will reoffend following such penalties.

Focused deterrence was initially conceived to stop violent crime primarily generated from gang activity. Researchers found that focused deterrence had significant crime control benefits.⁸ For example, a review of the strategy by noted researchers Anthony Braga and David Weisburd pointed out,

In Boston, there was a 63 percent reduction [of youth homicides], a 35 percent reduction of [homicides committed by] active gang members in Cincinnati, a 44 percent reduction in gun incidents in Lowell, and a 34 percent reduction in total homicides in Indianapolis.⁹

These cities' results (to name a few of the immediate successes of focused deterrence policies) showed that focused deterrence policies worked and had a positive effect on their communities.

To understand the basics of focused deterrence, one might first look to the steps that have been demonstrated as effective when applying deterrence theory as a law enforcement strategy.¹⁰ These two key steps are (1) promote proactive partnerships in the community and (2) utilize arrest referrals and diversion as ways to provide services.¹¹ These guidelines are based upon the idea that criminal intervention under the premise of deterrence theory could alter the behavior of the offender. This appears to be supported by research showing that law enforcement interventions that target drug offenders individually are the most effective.¹²

Focused deterrence policing approaches follow two key components of deterrence theory. The first component is that the threat of criminal sanctions will alter the choice of offenders.¹³ The second component of deterrence is that the criminal justice system is producing viable threats toward the offender for committing these crimes.¹⁴ Focused deterrence was originally designed under the premise that the use of less harsh punishments may change the decisions of offenders, which then would lead to an overall reduction in crime. Like many laws in the United States, the premise of focused deterrence is that the actors (or offenders) perform an internal cost-benefit analysis of whether or not to commit a crime.

Utilizing Focused Deterrence

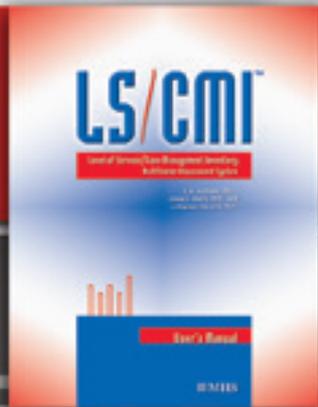
An example of a police agency that successfully implemented a focused deterrence strategy is the High Point, North Carolina, Police Department. The High Point Police Department applies focused deterrence in phases and has employed the strategy to control gang violence, drug offenses, and, most recently, intimate partner violence (IPV).¹⁵ The first phase is the identification phase,

Looking to Past Success TO DETERMINE FUTURE USES

By Brian Saul, MS, Radford University, and Shelly M. Wagers, PhD, Assistant Professor, Criminal Justice, Radford University, Virginia

Recent research has shown that traditional policing strategies from the 20th century, such as rapid response, random patrols, and reactive policing, have been widely ineffective.¹ In response to increasing violent crime, drug offenses, and gang activity in the 1980s, along with empirical evidence demonstrating issues with traditional police strategies, law enforcement began to investigate new and innovative strategies—one of which was focused deterrence.

Noted Enlightenment scholars, Cesare Bonesana di Beccaria (1764) and Jeremy Bentham (1789), first proposed the foundations of the deterrence theory, which was based on the utility of the crime (pain versus pleasure) and this utility in coordination with specific behavior.² Based on these foundations, U.S. economist Gary Becker modernized deterrence theory in the 1960s, creating the version still widely utilized in law today.³ According to deterrence theory, criminal decision-making is determined by the offender choosing a course of criminal behavior versus noncriminal behavior.⁴ Criminologist David M. Kennedy (1997) explained that focused deterrence is based on the premise that most serious crime is committed by repeat offenders who are a part of gangs or groups.⁵ Focused deterrence



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during which the neighborhood (for gang and drug offenses) or jail records (for IPV offenders) are examined in an attempt to gather the most serious offenders in the community. In the second phase, the notification phase, offenders meet with community groups (including the police department) that offer assistance (e.g., jobs, counseling). These groups “notify” the offenders that their crimes must stop for these resources to be available. This phase also includes a call-in from the police department that conveys a similar message. The third and final phase is called the resource delivery phase, in which the community mobilizes the available resources that were promised to the previous offenders. Although formal evaluation of the High Point focused deterrence program is still pending, preliminary data indicate success. For example, focused deterrence appears to have resulted in significant reductions in IPV-related homicides, victim harm, and repeated calls for service. Prior to the implementation of focused deterrence (2004–2008), there were 17 IPV-related homicides (33 percent of homicides); after implementation (2009–2013), there was only 1 (6 percent of homicides).¹⁶

According to researchers, complementary elements are needed in order to effectively utilize focus deterrence policies.¹⁷ These involve direct, face-to-face communication with offenders; redirection; and procedural justice and legitimacy of the police department. Allowing offenders to communicate directly with officials and be involved in crime control strategies within the process can yield positive results and may be a key factor in determining whether focused deterrence is effective.¹⁸ This approach works under the assumption that offenders themselves (under deterrence) are the ones who ultimately calculate the benefits or costs of a particular crime. Why not utilize the insight of those who know what punishment would best keep them and their peers from continuing to commit crimes?

Focused Deterrence Steps

There are several common steps found among successful implementation of focused deterrence strategies. The first step in developing a focused deterrence initiative is to answer these questions: Is there a particular rise of a particular crime in the city? If so, what groups or individuals are involved in this type of crime? Can they be targeted for a specific intervention? For example, before Operation Ceasefire (in Boston, Massachusetts), researchers found that drug crews were causing several issues within the community, including contributing to a rise in gun violence.¹⁹ This finding allowed for the identification of a specific crime type with specific offenders. Therefore, the proposed solution was to encompass the entire gang as a decision-making entity. Once the crime and offenders were recognized, the appropriate steps for focused deterrence could continue.

The second step is to decide the type of punishment and the severity of the punishment.²⁰ Researchers in Boston suggested that the severity of the punishment must fit the crime, be swift, and be exact. Rapid initiation of punishment falls under a major tenet of deterrence theory, which is the premise that in order for punishment to be effective it must be swift. In Boston, as in most jurisdictions, prior to Operation Ceasefire, punishment was delivered by the courts, which could involve a lengthy process. This delay in punishment was alleviated in Boston by having police issue an immediate punishment as part of the Operation Ceasefire program.²¹ These swift punishments were in the form of actions against the gang that included drug market disruption, increased disorder enforcement, warrant servicing, and increased probation attention. These actions can be taken immediately, without relying on court decision-making, which is often a much slower response than focused deterrence policies—and thus, less effective.²²



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The third step of focused deterrence is gang involvement. Studies show that engaging the group of gang members and offering a solution to their problem will stop the gang violence.²³ The focused deterrence initiative utilized key components that would ultimately discourage gang violence. In Boston, this group was called the Working Group. Each time an increase in gang involvement and activities occurred, the Working Group announced a meeting with the gang members (of the targeted gang in question) and gave them the option to stop the violence or face the increased enforcement and other ensuing penalties. By reaching out to the gangs directly, the initiative incorporated increased involvement in the communities, allowing community members to be part of the crime reduction process. Research has found that community members, as might be expected, do not want gangs or crime in their neighborhoods.²⁴ Therefore, because of increased community involvement, the Working Group members were invested in the operation's outcome and committed to administering the needed swift, exact consequences of the targeted offender groups.

Recommendations

In addition to following the steps described herein, agencies intending to apply focused deterrence to combat crime need to consider a few essential points. First, to effectively apply focused deterrence, an agency must have the right kind of crime problem, right kind of offender, and right kind of community for the strategy. In regard to the "right" kind of crime, if the crime does not theoretically align with the key tenets of deterrence theory, then a focused deterrence strategy might not be the most effective response. A key tenet of deterrence theory is that the punishment must be swift and must fit the crime. It typically applies to those who engage in multiple incidents of the crime and not one-time offenders. Crimes such as burglary in which the offender can go undetected for long periods are not a good fit for focused deterrence because it would not be possible to administer a swift punishment. However, crimes such as domestic violence can be "right" for focused deterrence because the offender is known and police intervene at a time immediately after the incident and can impose an immediate sanction. Agencies have utilized focused deterrence for combating gang violence, gun violence, drug markets, and domestic violence.

These examples bring light to the next needed piece—the right kind of offender for focused deterrence is the habitual type. To apply this strategy, the agency must be able to identify a crime with known offenders who commit the same crime over and over. If a specific offender cannot be pinpointed,

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Dr. Shelly M. Wagers is an assistant professor in the Department of Criminal Justice at Radford University. Prior completing her PhD., Dr. Wagers worked as a law enforcement officer for the Largo Police Department in Pinellas County, Florida. Currently, Dr. Wagers assists local police agencies conduct evaluation research on community policing programs, as well as domestic violence prevention initiatives.

then focused deterrence will not be effective. When the issue is gang violence, agencies always need a member of a gang who can be located and brought in for the community meetings.

The last concept of focused deterrence—and probably the most important piece—is the right kind of community. Without the necessary community resources and community buy-in, focused deterrence will not work. In studies on the effectiveness of focused deterrence, all successful applications of the strategy have utilized these concepts, and they should be the primary focus of any department that wishes to impact crime within its community through a focused deterrence program.²⁵ ❖

Notes:

¹Michael J. Jenkins and John DeCarlo, *Police Leaders in the New Community Problem-Solving Era* (Durham, NC: Carolina Academic Press, 2015).

²Cesare Bonesana di Beccaria, *An Essay on Crimes and Punishments* (1764); Jeremy Bentham, *An Introduction to the Principles of Morals and Legislation* (Oxford, England: Clarendon Books, 1876).

³Gary S. Becker, "Crime and Punishment: An Economic Approach," *Journal of Political Economy* 72, no. 2 (1968): 169–2017; Robert Apel, "Sanctions, Perceptions, and Crime: Implications for Criminal Deterrence," *Journal of Quantitative Criminology* 29, no. 1 (March 2013): 67–101.

⁴Jenkins and DeCarlo, *Police Leaders in the New Community Problem-Solving Era*.

⁵David M. Kennedy, "Pulling Levers: Chronic Offenders, High-Crime Settings, and a Theory of Prevention," *Valparaiso University Law Review* 31, no. 2 (1997): 449–484.

⁶Elizabeth Griffiths and Johanna Christian, "Considering Focused Deterrence in the Age of Ferguson, Baltimore, North Charleston, and Beyond," *Criminology & Public Policy* 12, no. 3 (August 2015): 573–581.

⁷Jenkins and DeCarlo, *Police Leaders in the New Community Problem-Solving Era*.

⁸*Ibid.*

⁹Anthony A. Braga and David L. Weisburd, "Must We Settle for Less Rigorous Evaluations in Large Area-Based Crime Prevention Programs? Lessons from a Campbell Review of Focused Deterrence," *Journal of Experimental Criminology* 10, no. 4 (December 2014): 573–597.

⁹*Ibid.*, 575.

¹⁰Nicholas Corsaro, "The High Point Drug Market Intervention: Examining Impact Across Target Areas and Offense Types," *An International Journal of Evidence-Based Research, Policy, and Practice* 8, no. 4 (2013): 416–445.

¹¹*Ibid.*, 418.

¹²*Ibid.*

¹³*Ibid.*

¹⁴*Ibid.*, 420.

¹⁵Terrell A. Hayes, "Offender Perceptions of Focused Deterrence: The High Point Model," *Sociation Today* 12, no. 1 (2014): 6; Marty A. Summer, "High Point, NC Focuses on Offenders to Deter Domestic Violence," Battered Women's Justice Program, July 2015, <http://www.bwjp.org/resource-center/resource-results/north-carolina-offender-focused-deterrence.html>.

¹⁶Summer, "High Point, NC Focuses on Offenders to Deter Domestic Violence."

¹⁷Hayes, "Offender Perceptions of Focused Deterrence."

¹⁸David M. Kennedy, "Pulling Levers: Getting Deterrence Right," *National Institute of Justice Journal* 236 (July 1998): 2–8.

¹⁹*Ibid.*

²⁰*Ibid.*, 6.

²¹*Ibid.*, 5.

²²*Ibid.*, 6.

²³*Ibid.*

²⁴*Ibid.*

²⁵*Ibid.*, 2–8.



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TRAFFIC ENFORCEMENT:

Calculating the Benefits to the Community



By Howard B. Hall, Chief of Police, Roanoke County, Virginia, Police Department, and Anthony S. Lowman, Major (Ret.), Maryland State Police

Law enforcement recruits and new officers are often asked the same question repeatedly during their application process and time at the training academy—why do you want to become an officer? Most reply that they want to save lives and help their communities. As they progress through their careers and enter leadership positions, the core answer doesn't change, but the role of the individual in achieving those goals does. Often, law enforcement leaders direct the work of others instead of (or in addition to) performing day-to-day police work. In this role, leaders have the opportunity—and obligation—to direct their agency's limited resources to tasks and activities that positively affect their communities.

Local police chiefs, state troopers, and sheriffs are all faced with numerous, competing demands that include dealing with very significant issues like increasing violent crime, homegrown extremism, and opioid addiction. Given the seriousness and complexity of these problems, it is not hard to see why traffic safety sometimes takes a back seat. However, it's important to consider the extent to which traffic safety impacts the overall safety of communities. In 2015, there were 35,092 people killed in the United States in traffic crashes (a 7.2 percent increase from 2014); in comparison, 15,696 people were victims of homicide.¹ The number of victims in both of these categories is far too high, but the number of crash victims is more than double the number of homicide victims. In many communities, the odds of being killed or injured in a crash are far higher than suffering a similar outcome from a violent crime.

People want to live in safe communities. Often, safety is judged based on crime, particularly homicide. Many people consider large cities, where homicides occur in higher numbers, to be more dangerous than other places. In 2002, an article in *Governing* argued that safety is a broader issue than violent crime, based on research by William Lucy, an urban planning professor from the University of Virginia. Lucy's research posed an unusual question:

*What if, instead of being measured by itself, homicides were to be measured along with other forms of violent fatality—specifically, automobile accidents, the second major category of violent death in the United States?*²

Lucy found that the most dangerous parts of metropolitan areas are likely to be rural or exurban communities simply because the fatal crash rates are much higher in those regions. Lucy combined the figures for homicides committed by strangers and traffic fatalities from Houston, Texas, in 2000, and calculated a death rate of 1.5 in 10,000 population. Using the same calculation, he found that the rate in Montgomery County, Texas, which borders Houston, was

2.5 per 10,000—almost double the rate.³ This was due to the much higher rate of traffic fatalities in the less urban Montgomery County. The point is that while violent crime makes the news, traffic crashes often present a greater threat. While there are some exceptions, most agencies could do more to improve the overall safety of their communities by ensuring that traffic safety is a continuous priority.

The safety of officers, troopers, and deputies is a high priority for law enforcement leaders and agencies. Law enforcement officers drive millions of miles every year and are thus frequently and continually exposed to all the dangers associated with traffic crashes. A review of the Officer Down Memorial Page shows that traffic-related incidents are one of the leading causes of line-of-duty deaths.⁴ Additionally, many law enforcement personnel are injured in traffic incidents. Consistently enforcing traffic laws and working to reduce crashes not only makes communities safer, it also makes officers safer!

In addition to the risks they pose to people's safety, the economic costs of traffic crashes are tremendous. The following are some interesting—and disturbing—findings from a 2010 publication of the National Highway Traffic Safety Administration (NHTSA):

- ▶ The economic cost of motor vehicle crashes that occurred in 2010 totaled \$242 billion. This is equivalent to approximately \$784 for every person living in the United States and 1.6 percent of the U.S. gross domestic product.
- ▶ The lifetime economic cost to society for each fatality is \$1.4 million. Over 90 percent of this amount is attributable to lost workplace and household productivity and legal costs.
- ▶ Each critically injured survivor costs an average of \$1 million. Medical costs and lost productivity accounted for 82 percent of the cost for this most serious level of nonfatal injury.
- ▶ Lost workplace productivity costs totaled \$57.6 billion, equaling 24 percent of the total costs. Lost household productivity totaled \$19.7 billion, representing 8 percent of the total economic costs.
- ▶ Property damage costs for all crash types (fatal, injury, and property damage only) totaled \$76.1 billion and accounted for 31 percent of all economic costs.
- ▶ Congestion costs, including travel delay, added fuel usage, and adverse environmental impacts cost \$28 billion, or 12 percent of total economic crash costs.
- ▶ Approximately 7 percent of all motor vehicle crash costs are paid from public revenues. Private insurers pay



Photo courtesy of Roanoke County, Virginia, Police Department.

approximately 54 percent of all costs. Individual crash victims pay approximately 23 percent, while third parties such as uninvolved motorists delayed in traffic, charities, and health care providers pay about 16 percent. Overall, those not directly involved in crashes pay for over three-quarters of all crash costs, primarily through insurance premiums, taxes, and congestion-related costs such as travel delay, excess fuel consumption, and increased environmental impacts. In 2010, these costs, borne by society rather than by crash victims, totaled over \$187 billion.⁵

Law enforcement leaders should also consider the amount of resources that their agencies devote to responding to crashes. If crashes, much like crime, can be prevented, doing so would not only reduce the number of victims in their communities, but also allow agencies to re-allocate limited resources to other activities.

Keeping community roadways safe is a multidisciplinary task that requires participation from law enforcement personnel, engineers, emergency medical personnel, elected officials, advocacy groups, and the general public. The roles of these groups include designing and maintaining roads in accordance with safety standards, developing effective laws and rules of the road, implementing response protocols to mitigate damage and injury when incidents do occur, and ensuring comprehensive public awareness. Many of these overlap, but there is one task that only law enforcement can perform—traffic enforcement. Officers are sworn to enforce the laws, including traffic laws, and are given the authority to do so. In fact, law enforcement is the only profession that is granted this authority. It is incumbent upon officers, therefore, to ensure that traffic laws are vigorously enforced to promote safe roadways.

With this information in mind, the traffic stop is arguably one of the most valuable self-initiated activities that a police officer, deputy, or trooper can perform. A single traffic stop provides five separate benefits related to public safety.

Return on Investment

Specific Deterrence-Traffic: The most basic reason for stopping a vehicle is a traffic violation. The purpose of the stop is to identify the driver responsible for the violation and to take the appropriate enforcement action. Traffic citations and the penalties that can

result are intended to change driver behavior. Even minor violations can result in hefty fines, higher insurance, and points against a driver's license. If necessary, repeat offenders may have their licenses suspended or revoked by motor vehicle authorities who use conviction data to monitor the behavior of the drivers they license. This monitoring is particularly important for commercial vehicle drivers who operate the largest vehicles on the roadways, often across many states.

Studies have shown that highly visible traffic enforcement leads to reductions in traffic crashes and changes in driver behavior. For example, a study of the Click It or Ticket Program in Massachusetts found that "tickets significantly reduce accidents and non-fatal injuries."⁶ This, of course, is one of the primary reasons for conducting enforcement in the first place.

General Deterrence to Traffic Violations: The visibility of a traffic stop gets the attention of other drivers and has the potential to change their behaviors as well. Passing drivers are likely to assume that a traffic stop is resulting in a citation for the other driver. That memory might help to change that driver's behavior, particularly if the enforcement efforts are sustained over time.

A study sponsored by NHTSA found that *the most important difference between the high and low belt use states is enforcement, not demographic characteristics or dollars spent on media... enforcement was much more vigorous in the high belt use states, as shown by an average of twice as many seat belt law citations per capita.*⁷

A number of case studies document the effectiveness of high-visibility enforcement on impaired driving offenses. For instance, a formal evaluation of the Checkpoint Strikeforce program indicated a 7 percent decrease in drunk drivers in fatal crashes associated with the overall program. The participating states of Maryland and Virginia and the District of Columbia all have maintained low fatality rates as the program has continued.⁸

Specific Deterrence to Crime: Traffic stops often lead to the apprehension of criminal suspects. Whether the offender is as notorious as the Oklahoma City Bomber or simply a wanted subject on a misdemeanor warrant, the violator contact can frequently lead to a criminal subject being arrested or the recovery of evidence, contraband, or illegal weapons. Any officer that develops the skill

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to look beyond the initial cause of the traffic stop will consistently produce significant criminal arrests. For example, the Grand Prairie, Texas, Police Department determined that traffic enforcement was responsible for 37 percent of all arrests in 1994. It was also determined that 47 percent of the arrests made by traffic enforcement officers were for serious criminal offenses.⁹ This makes the traffic stop a very effective tool in areas experiencing patterns or trends of criminal activity.

General Deterrence to Crime: Many criminals commit their crimes in areas where they are comfortable. This might be near their homes or places of work or recreation. The crime can be easier to execute since the offender is familiar with the area, the people, and potential escape routes. If law enforcement can make an area uncomfortable for a potential criminal, the likelihood of a crime being committed might be reduced. What could be more uncomfortable than a police car with lights flashing in the area of the potential crime?

Studies have shown that a visible police presence has an impact on crime in targeted areas. Two studies in the 1970s and 1980s demonstrated that communities with higher levels of traffic enforcement also experienced lower rates of robbery.¹⁰ In the mid-1990s, the Peoria, Illinois, Police Department dramatically increased its traffic enforcement and self-initiated activity. These actions resulted in large reductions in reported crimes, as well as in traffic collisions.¹¹

Since 2008, agencies around the United States have been using the Data-Driven Approaches to Crime and Traffic Safety (DDACTS) model to maximize the use of resources to target both crime and crash problems. NHTSA summarizes the model's dual benefits as follows:

By identifying areas through temporal and spatial analysis that have high incidences of crashes and crime, DDACTS employs highly visible, targeted traffic enforcement to affect these areas. This model affords communities the dual benefit of reducing traffic crashes and crime, thus reducing overall social harm. Drawing on the deterrent value of highly visible traffic enforcement and the knowledge that crimes often involve the use of motor vehicles, the goal of DDACTS is to reduce the incidence of crashes, crime, and social harm in communities across the country.¹²

Research suggests that the DDACTS approach has been successful. A study of the Shawnee, Kansas, Police Department's use of DDACTS found reductions in robbery, auto theft, and auto burglary with total reductions in targeted crimes of almost 40 percent over a three-year period. Overall crashes were also reduced by 24 percent.¹³

Intelligence: Perhaps the most valuable benefit of the traffic stop is the information that it generates. Gone are the days when citations and warnings were simply filed away. Modern records management systems allow law enforcement agencies to collect information about who is stopped, what they were driving, where the stop occurred, and when it happened. This information can be extremely valuable to the investigation of crimes that might not have been discovered at the time of the stop. Crime analysts and investigators use this information to develop suspects and leads that might result in the clearance of criminal incidents.

All of this results in a tremendous return on investment from a single traffic stop carried out by uniformed patrol personnel. For these reasons, law enforcement leaders should be doing everything possible to encourage traffic stops in their communities.

A simple way to start a discussion about traffic stops with enforcement personnel is to talk about tolerance; in other words, under what circumstances do officers routinely stop vehicles? Ask this question in a room full of officers and the answers will vary greatly, ranging from hazardous violations and suspected crimes to administrative violations (e.g., expired tags). While officers have always had, and will continue to have, discretion in terms of stopping vehicles, law enforcement leaders should encourage stops for all these things.

The discussion changes when the topic of speed tolerance is introduced. Very rarely will an officer admit to stopping a speeding vehicle for less than 10 to 20 miles per hour over the limit. This begs the question of why drivers are permitted to routinely violate established speed limits by this margin, particularly in residential areas, school zones, or high crash areas. Law enforcement leaders should be working to lower this officer tolerance to enhance the safety of roadways, possibly by pointing out that the mere stopping of a vehicle does not necessitate charges being placed.

While the authors strongly advocate for traffic enforcement, they do not suggest that it should be done in a random or arbitrary manner. It should be purpose-driven and directed at social harms affecting communities.

Enforcement Done Right

The fact is that communities expect their law enforcement agencies to keep them safe and keep the roadways safe. In other words, they expect (and sometimes demand) traffic enforcement. Any law enforcement official who works with residential communities can recount the numerous, and sometimes vociferous, complaints of speeding and other local traffic violations that are brought to law enforcement's attention by citizens. These citizens rightly expect that, when complaints are valid, the agency will take action. They also expect that their children can travel safely to and from school and that their daily commutes (and those of their family and friends) can be completed in a timely and safe manner. While enforcement practices in some areas have led to criticism, the fact remains that a strong traffic safety program is integral to community policing.

The return on investment from the traffic stop becomes especially significant when the activity is deployed properly. Enforcement should be purpose driven, that is, it should be directed at a specific issue that is occurring in a community. For the most part, these problems will relate to traffic crashes, crime, or other social harms. It is important to understand where problems are occurring, as research has shown that a large percentage of criminal incidents occur in relatively small geographical areas. The first major study to arrive at this conclusion was conducted in Minneapolis, Minnesota, in the 1980s. It found that 3.5 percent of the addresses in that city produced about 50 percent of crime-related calls. Another study in Seattle, Washington, found that 86 street segments out of over 29,000 examined accounted for one-third of juvenile crime in that city.¹⁴ Observations would suggest that this incident localization is also applicable to traffic crashes, as state highway safety offices and law enforcement agencies routinely analyze the locations of crashes and identify areas and intersections with particularly high numbers of incidents. Deploying enforcement to the places where problems occur is the first step toward mitigating the dangerous effects of traffic violations. Of course, narrowing this further to target the days and times when a problem is most likely to occur will also increase the effectiveness of enforcement activities. Officers engaged in targeted enforcement should understand what they are doing and why. While it is appropriate to expect that officers will enforce violations that they observe while on routine patrol, there should be a reason for targeted enforcement and officers should understand it. It's even better when officers communicate that reason to persons being stopped. A data-driven, place-based, and purpose-driven approach is appropriate and provides the information necessary not only to justify actions—but to share with communities to promote understanding.

To be accepted by communities, enforcement must not only be data driven and place based, it must also be conducted in a legally sound, fair, and impartial manner. Simply driving in a high-crime or high-crash area is not, by itself, a reason for a stop. Over the years, many court decisions have defined what is required for a stop to comply with U.S. constitutional principles. Generally, the totality of the circumstances must lead to "a particularized and objective basis for suspecting the particular person stopped of criminal activity."¹⁵ This is the basis for reasonable suspicion, which is necessary



Photo courtesy of Roanoke County, Virginia, Police Department.

before a stop is made. Fortunately, most traffic stops are made for observed violations of traffic laws and far exceed the criteria established by the U.S. Supreme Court. However, officers should be cautioned: initiating a stop for suspected criminal activity may require a more specific articulation of facts.

Fairness and consistency are critical parts of any enforcement program. The notion of fairness is embedded in the principles of procedural justice. Leading researchers on this topic have identified several dimensions of fairness:

- ▶ *Voice*—perception that an individual's side of the story has been heard
- ▶ *Respect*—perception that system players treat the person with dignity and respect
- ▶ *Neutrality*—perception that the decision-making process is unbiased and trustworthy
- ▶ *Understanding*—comprehension of the process and how decisions are made
- ▶ *Helpfulness*—perception that system players are interested in the individual's personal situation to the extent that the law allows¹⁶

Most of these dimensions can be achieved through communications with the person being stopped. Although it might not be possible to change the perception of some individuals who simply refuse to understand the role of police, the overwhelming majority of people will respond positively to officers who provide an explanation for the stop and what will happen as a result.

Fairness is particularly important as it relates to the disposition of a stop. Violators should be treated as similarly as possible based on the seriousness of the offense. Officers have the discretion to use enforcement options that range from physical arrest to warnings. The option used should be proportional to the offense, with more serious and hazardous violations resulting in more severe enforcement actions.

Fairness naturally leads to the need for consistency. Agencies should consider policies and training that define enforcement options and their suggested uses. In general, officers have the following options:

Physical Arrest—Physical arrest is the most severe enforcement option available and is appropriate for serious violations, which are generally prescribed in the laws of each state. Significant traffic violations, such as impaired driving, often result in arrest. Examples of criminal violations that might be revealed during a traffic stop include outstanding warrants or possession of illegal weapons or controlled substances.

Citation—Citations, normally resulting in a monetary fine and points against a driver's license, might be the most common form

To be accepted by communities, enforcement must not only be data driven and place based, it must also be conducted in a legally sound, fair, and impartial manner.

of traffic enforcement activity. This enforcement action is appropriate for hazardous traffic violations, particularly those that are contributing to traffic crashes in targeted areas. Other appropriate uses of citations include significant administrative violations such as the lack of a license or suspended driving privilege, driving without insurance, and significant registration issues. One other area where citations are almost always appropriate is occupant protection. Seat belt use has been mandatory in most U.S. states for many years. Those who violate these administrative or safety laws are likely to be doing so intentionally; therefore, enforcement is appropriate.

Written Warning—Many agencies use or have recently implemented written warning systems. These are based on the premise that the appropriate response to a violation is not always a formal enforcement action. Violations that are minor in nature or are newly enacted may be handled more effectively as an educational opportunity for the motorist. The purpose of a written warning is to document the nature of the stop and maximize the benefits that have previously been discussed. Appropriate uses of this tool include minor or less-hazardous moving violations, administrative issues such as expired tags, and speeding violations where the motorist is only slightly above the posted limit.

Verbal Warning—Verbal warnings have existed for as long as traffic stops. Even in agencies without formal written warnings, verbal warnings are being used. It is simply a function of officers trying to achieve fair outcomes for their enforcement stops. When written warnings are allowed, verbal warnings should be minimized as they don't result in a record of the stop.

It is important that agency leaders take the time to consider policy and training related to the importance of traffic enforcement, procedures for traffic stops, and appropriate outcomes. The New Jersey State Association of Chiefs of Police has developed a model policy entitled "Traffic Enforcement Tolerances & Latitude" that addresses these issues. It discusses a variety of violations and enforcement options to ensure fair and consistent enforcement. It does not, however, supplant an officer's judgement or discretion in dealing with the myriad of issues that can arise from a stop.¹⁷ Many of the external and internal issues that traffic stops have been known to cause could likely be avoided by having simple conversations about these issues. Both officers and communities should understand what a traffic stop entails, why they are performed, and why certain enforcement options might be used. This can be accomplished with a little planning and good communication.

Conclusion

Using traffic enforcement as an effective tool to increase public safety by reducing both traffic crashes and crimes takes time to plan and properly implement. Fortunately, there are numerous resources that can help:

- ▶ Every U.S. state has a highway safety office that is responsible for distributing highway safety grant funding. Many of these offices have law enforcement liaisons and other staff or resources to help agencies implement traffic safety programs. A list of state offices, as well as other highway safety resources, can be found at www.ghsa.org/about/shsos.

- The National Highway Traffic Safety Administration maintains a website with a large amount of information on all aspects of traffic safety at www.nhtsa.gov/road-safety.
- The IACP posts a variety of related information and resources on its website at www.theIACP.org/TrafficSafety.
- Many U.S. state chiefs' and sheriffs' associations can also help agencies. For example, the Virginia Association of Chiefs of Police coordinates the Smart, Safe, and Sober program (www.smartsafeandsober.org). The Maryland Chiefs of Police Association, Maryland Sheriff's Association, and the Maryland Highway Safety Office recently coordinated on the publication of the *Law Enforcement Executive's Guide to High Visibility Enforcement*, which can be found at www.nlelp.org/wp-content/uploads/2016/09/LE_Exec_Guide.pdf. ❖

Notes:

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⁴Officer Down Memorial Page, <http://www.odmp.org>.

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⁶Dara N. Luca, "Do Traffic Tickets Reduce Motor Vehicle Accidents? Evidence from a Natural Experiment," *Journal of Policy Analysis and Management* 34, no. 1 (Winter 2015).

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⁸James C. Fell, A. Scott McKnight, and Amy Auld-Owens, *Increasing Impaired-Driving Enforcement Visibility: Six Case Studies* (Washington, DC: NHTSA, 2013), <https://www.nhtsa.gov/staticfiles/nti/pdf/811716.pdf>.

⁹James C. Fell, "The Effects of Increased Traffic Enforcement on Other Crime," in *Proceedings of the 2013 Australasian Road Safety Research, Policing, & Education Conference* (Brisbane, Queensland: August 23–24, 2013).

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¹¹NHTSA, *The Peoria Experience: Traffic Enforcement and Crime; It Plays in Peoria*, 2013, http://www.tiami.us/wp/wp-content/uploads/2013/01/the_peoria_experience.pdf.

¹²NHTSA, *Data-Driven Approaches to Crime and Traffic Safety (DDACTS): Operational Guide* (Washington, DC: NHTSA, 2014), ii, https://www.nhtsa.gov/staticfiles/nti/ddacts/811185_DDACTS_OpGuidelines.pdf.

¹³Kevin M. Bryant, Greg Collins, and Josie Villa, *An Evaluation of Data Driven Approaches to Crime and Traffic Safety in Shawnee, Kansas, 2010–2013* (Washington, DC: Bureau of Justice Assistance, Smart Policing Initiative, 2014).

¹⁴David Weisburd, *Place Based Policing*, Ideas in American Policing (Police Foundation, 2008), <https://www.policefoundation.org/publication/place-based-policing>.

¹⁵*United States v. Cortez*, 449 U.S. 412 (1981).

¹⁶Emily Gold, "The Case for Procedural Justice: Fairness as a Crime Prevention Tool," *Community Policing Dispatch* 6, no. 9 (September 2013), https://cops.usdoj.gov/html/dispatch/09-2013/fairness_as_a_crime_prevention_tool.asp.

¹⁷New Jersey State Association of Chiefs of Police, "Traffic Enforcement Tolerances & Latitude," model policy (2008).

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THE POLICE CHIEF/JULY 2017 47

PRODUCT FEATURE:

PUBLIC SAFETY FACILITY DESIGN REQUIRES A CAREFUL BALANCE OF SECURITY AND HOSPITALITY

By Scott Harris, Freelance Writer

There might be no sector of government or business whose buildings serve such complex—and often competing—purposes as those of law enforcement.

First and foremost, the facility must be safe and secure, and this must be true for employees, visitors, and (where applicable) criminals alike. However, it cannot be too imposing because, as public servants, law enforcement facilities must welcome those who peacefully walk through their doors, from crime victims to schoolchildren.

This careful balance is the challenge every police agency faces when renovating, amending, or constructing a facility. It's a good thing, then, that a host of resources and firms are available to work closely with agencies to help turn a vision into reality.

"No two of them are alike," said Greg Read, a senior principal with Brinkley Sargent Wiginton Architects (BSW), a Dallas, Texas-based architectural firm focusing on

criminal justice and public safety facilities. "If you walk in, what is your lobby like? Do you want to welcome the public? How will you keep your staff safe? You want it to be secure, but you may want an open and inviting feel. Lots of these answers come from that particular department's philosophy and the demographics of that community."¹

Security issues are top of mind, even for components as seemingly innocuous as parking areas. Should a parking lot be connected to the building or not? Should it have cameras? Should it be a covered lot or a garage? Should there be separate lots for visitors, professionals, and detainees? The permutations are almost endless.

"The planning is unique," said Brian Meade, associate principal and design director for Dewberry, a facilities design firm specializing in public safety buildings and headquartered in Fairfax, Virginia. "One of the main differences in planning is security.

You need proper setbacks. We have to think about the limit of unsecured access to the building, so it starts with site design."²

Another, perhaps less obvious security factor, is the fact that many buildings remain in use long after their intended life span. As a result, an IACP report states, "They often become seriously overcrowded, suffer from a lack of sufficient infrastructure (HVAC, electrical, data, telecommunication) and make do with outdated security and safety systems."³

In other words, police facilities that are intended to enhance safety end up potentially compromising it instead.

"Each [police agency] has, or will in the future need to plan, design and build a new headquarters, precinct or substation," states the *IACP Police Facility Planning Guidelines*, a document frequently used to help police leaders and designers navigate the building process. "Since the useful life of a police facility can range from 20 to over 50 years, a new facility project is typically a 'first-time' experience for most law enforcement executives."⁴

Making a Plan

Good designs begin with a good plan, and a good plan begins with good communication between a law enforcement agency and the firm or firms it hires.

Everything from floors to doors receives special attention when designing a public safety facility. This is partly because of security demands, but it's also to create a facility that will be attractive to the public and civic leaders.

To make sure a project checks the right boxes and stays within—or at least close to—budget and time constraints, creating a blueprint for the entire process is an important first step.

Photo courtesy of Brinkley Sargent Wiginton Architects.



Public safety buildings need to balance safety and security with an open and inviting feel that welcomes the public and those seeking law enforcement's help.

A fairly standard starting point both for law enforcement leaders and architects is the *IACP Police Facility Planning Guidelines*. The document was produced in cooperation with chiefs of police, facilities managers, architects, engineers, and many other experts, and it aims to navigate both police and designers through what can be an extremely complex process.

To help agencies tackle knowledge gaps and time and budget constraints head-on, the IACP document establishes an 18-point framework for discussing, planning, and constructing a new police building (see sidebar). The intention is to optimize the final outcome while making the process itself as efficient and thoughtful as possible.⁵

Resources like this are helpful guideposts, but an expert design and architectural partner is still essential.

With this in mind, the Dewberry model is one of ease and efficiency. If the idea of a “one-stop shop” appeals to a given agency, Dewberry may be a good option. “We are definitely a true full services practice,” Meade said. “Besides planning and architecture for things like safe setbacks and barriers, we also have in-house security and technology. By having that in house, we save time and effort. It gets us through the process quicker.”⁶

That full services practice can also mean some budgetary advantages “A lot of public sector projects have a limited budget,” Meade acknowledged. “Security cameras, for example, can cost a lot of money. So we can work with our security team to figure out the right number of cameras, and find the spots where they are the most strategic.”⁷

Dewberry, a family-owned company, has been in existence since 1956. Since that date, the firm has worked on more than 100 law enforcement and public safety projects, with services ranging from needs assessments to renovations to additions to brand new facilities.

FGM Architects, a design firm based in Oakbrook, Illinois, is another firm with a lot of experience under one metaphorical roof.

In this case, the company’s expertise is centered specifically in public safety facilities. In 2012, FGM acquired SRBL Architects, a company with a deep background in police projects. As a result, FGM claims to “understand the intricacies of evidence processing, holding cell regulations, ergonomics and stress reduction for emergency dispatchers and the safety of officers during prisoner transfer,” which ultimately translates into better facility designs.⁸

Collaboration Is Key

BSW, like Dewberry, has worked on more than 100 police facilities, Read estimates.

“Police is a whole different world from anything else. There are so many different functions that have to occur,” said Read.⁹

With the needs of each department and facility—not to mention the community it serves—varying widely, no two projects will be alike. That’s why BSW values constant communication and cooperation with its law enforcement agency clients.

“I think what sets us apart is how collaborative we are,” Read said. “We have a lot of meetings, and we don’t force answers. We look at how things can be.”¹⁰

Architects Design Group (ADG), a firm based in Orlando, Florida, with public safety

FACILITY PLANNING MODEL*

Phase I: Project Initiation

This phase of the planning model contains seven project start-up steps:

1. Identify and document facility problems
2. Build police internal planning team
3. Build political support
4. Identify and secure planning funds
5. Document policing philosophy
6. Establish project pre-design team
7. Establish community support for the project

Phase II: Project Planning & Pre-Design

This phase includes three steps focusing on pre-design planning issues:

8. Conduct space needs analysis
9. Evaluate facility options
10. Conduct site evaluation

Phase III: Budgeting & Funding

This phase outlines three steps of the model that must be taken to assess and secure the necessary funds to complete the facility project:

11. Develop preliminary project design/construction costs
12. Obtain project funding
13. Secure and purchase site

Phase IV: Design & Delivery Phase

The last five steps of the model identify all necessary actions to design, construct, and occupy the facility:

14. Deliver design and construction services
15. Select an architect
16. Design the facility
17. Build the facility
18. Develop occupancy strategy

Note:

*International Association of Chiefs of Police, *IACP Police Facility Planning Guidelines*, <http://www.theiacp.org/portals/0/pdfs/publications/acf2f3d.pdf>.



These photos courtesy of Dewberry Architects



Top: The interior of public safety facilities need to be functional and secure, while also providing employee-friendly spaces to work, collaborate, and gather. **Bottom:** Public safety agencies are often the most visible “face” of local government, and their buildings should reflect that public-facing role.

experience, also puts collaboration at the heart of its business model.

In a process known as “strategic teaming,” ADG makes a point to reach out to local architects to jointly tackle big projects, feasibility studies, needs assessments, or any other factors of the planning and design process.

“ADG has associated with local architects across the United States for more than 25 years,” ADG’s website states. “This relationship has been successful for our clients

as it establishes a national resource for public safety design providing programming, space needs assessment, master planning, and design that is readily available to the local architect and the client. Our teaming approach has been implemented successfully on over 40 projects.”¹¹

Whether an agency is looking to revamp or rebuild its public safety facility, all of the professionals seems to agree that collaboration, communication, and careful planning

are key to create the specialized facilities that meet the complex needs of public safety agencies and their communities. ❖

Notes:

¹Greg Read (senior principal, Brinkley Sargent Wiginton Architects), telephone interview, May 16, 2017.

²Brian Meade (associate principal and design director, Dewberry Architects), telephone interview, May 16, 2017.

³International Association of Chiefs of Police, *IACP Police Facility Planning Guidelines: Desk Reference for Law Enforcement Executives* (Alexandria, VA: IACP, March 2002), v, <http://www.theiacp.org/portals/0/pdfs/publications/acf2f3d.pdf>.

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⁵Ibid.

⁶Meade, telephone interview, May 16, 2017.

⁷Ibid.

⁸FGM Architects, “Public Safety Expertise: Overview,” <https://fgmarchitects.com/expertise/public-safety/public-safety-expertise>.

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PRODUCT FEATURE:

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For contact information, please visit www.policechiefmagazine.org.

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Learn more about the important considerations for public safety facilities in the article “Psychology of Space: Enhancing Legitimacy through Open, Transparent, and Inclusive Facilities for Police and the Public” at www.policechiefmagazine.org/psychology-space-enhancing-legitimacy.



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PARTNERSHIPS TO COMBAT CYBERCRIME

Introduction

The U.S. Secret Service and Homeland Security Investigations are two elements of the U.S. federal government tasked with combating cyber-enabled crime, among their other responsibilities. While their specific missions and areas of focus might differ, both have found that the key to successfully investigating and combating cybercrime lies in partnerships with other organizations.

Read on to see how cross-sector task forces are helping the U.S. Secret Service protect critical infrastructure and how collaboration with other law enforcement entities is helping HSI investigate and disrupt illicit crime facilitated by the dark web.

The U.S. Secret Service Electronic Crimes Task Forces: Employing Public-Private Sector Partnerships to Combat Cybercrime

By Michael Breslin, Deputy Assistant Director, Office of Investigations, U.S. Secret Service

Coordinating both the expertise and efforts of the various law enforcement, public safety, and private sector entities involved in the massive endeavor of securing a country is extremely complex. It involves the collaboration of personnel across all branches of government and in the private sector.

The homeland security threat in the United States has changed since 9/11. The adversaries of the United States constantly revise and improve their threats and tactics. Like living organisms, the groups who wish to inflict harm on the U.S. financial infrastructure evolve and adapt to their environment. The manner by which these threats are confronted must include agility, flexibility, and a willingness to seek new and improved ways to overcome the threats.

Much success and many accolades have been attributed to the “whole-of-government” approach to national security and information sharing among government agencies. The phrase “whole-of-government approach” is defined as “an approach that integrates the collaborative efforts of the departments and agencies of a government to achieve unity of effort toward a shared goal.” It is “also known as the interagency approach.”¹ A renewed focus, steadfast determination, and unity of effort are essential to strengthen and

reinvigorate the whole-of-government approach by actively including the private sector.

U.S. Secret Service: Protective and Investigative Roles

The U.S. Secret Service is most often recognized for protecting the president and vice president of the United States. However, the agency actually has an integrated mission, encompassing both protection and investigation. The Secret Service was actually founded in 1865 to thwart the onslaught of counterfeit currency prevalent after the American Civil War. It was in 1901, following the assassination of U.S. President William McKinley, that the organization began protecting the presidents of the United States.

The United States Code, pursuant to Section 1030 of Title 18, assigns the Secret Service responsibility for investigating all criminal violations related to unauthorized access or damage to computers. The agency’s primary focus is on targeted criminal activity that impacts U.S. financial institutions and payment systems or the safety and security of persons or events protected by the Secret Service. This is a comprehensive task that requires the full complement of agency personnel, expertise, and the ability to leverage the

assistance and professionalism of the wide range of partnerships both within and outside the United States.

The investigative element of the Secret Service has experienced a significant increase in cyberthreats and vulnerabilities associated with the real world's increased interaction and dependence on the cyber world. To mitigate these threats, the Secret Service continues to evolve and apply cutting-edge technologies to the most complex criminal investigations ever prosecuted by the U.S. government. Through the continued success of the agency's cyber investigative efforts, extensive partnerships, and trusted relationships with public and private sector organizations, the specialized tools, personnel, and training in the cyber theater are readily available to use in safeguarding the U.S. financial infrastructure.

Electronic Crimes Task Forces

The Secret Service has a proven track record of success in following the principles of this whole-of-government approach in its efforts to combat cybercrime through an extensive network of private sector partnerships, including relationships with academic institutions. The Secret Service developed and continues to employ a very active, robust, and visible model for government and private industry engagement: the Electronic Crimes Task Forces (ECTFs). These task forces focus on collaborating with and supporting law enforcement in investigations involving computers. The Secret Service often uses its technical capabilities to assist its state and local partners in homicide, kidnapping, and child exploitation cases. Similarly, state and local law enforcement partners have often played a significant role in investigating local point-of-sale compromises and data breaches, some of which have led to the arrest of major transnational cybercriminals.

In 1995, the Secret Service established the New York Electronic Crimes Task Force to combine the resources of academia; the private sector; and local, state, and federal law enforcement agencies to combat computer-based threats to U.S. financial payment systems and critical infrastructures. In the USA PATRIOT Act of 2001, the U.S. Congress directed the Secret Service to develop a nationwide network of ECTFs.² These task forces were to be based on the successful model of the Secret Service's New York ECTF. Each ECTF brings together federal, state, and local law enforcement, as well as prosecutors, private industry and academia.

The common purpose of the ECTFs is to prevent, detect, mitigate, and aggressively investigate cyber attacks on U.S. financial and critical infrastructures, with the primary focus on prevention. Approximately 85 percent of critical infrastructure in the United States is operated by private

industry; thus, these law enforcement-private sector partnerships are critical to the success of the ECTF model.³ Today, the Secret Service leads 37 ECTFs in the United States and 2 in Europe (located in London, England, and Rome, Italy).

Resilient homeland security defense measures must include the recommendations and concerns of the private sector. The relationship between the U.S. government and the private sector has played an instrumental role in the success of the United States. The Secret Service has leveraged this experience in its ongoing fight against cybercrime. The urgency for this collaboration is summarized in the 2014 *Quadrennial Homeland Security Review (QHSR)*:

*We must draw on the Nation's full range of expertise and resources—from all levels of government, the private sector, members of the public, and international partners—to secure critical infrastructure from cyber threats. Executive Order 13636, Improving Critical Infrastructure Cybersecurity (2013), and Presidential Policy Directive 21, "Critical Infrastructure Security and Resilience" (2013), establish a risk-informed approach and a framework for critical infrastructure security and resilience collaboration.*⁴

The 39 ECTFs are comprehensive, and their reach is extensive as they include approximately 500 academic collaborators; more than 2,500 international, federal, state, and local law enforcement investigators; and more than 4,000 private sector partners. These individuals represent approximately 5,000 organizations.

The ECTF model has the unusual ability to employ an international network to focus on regional issues that have a vital awareness of U.S. security interests. For example, the New York ECTF, based in the United States' largest banking center, focuses heavily on safeguarding financial institutions and infrastructure. The Houston, Texas, ECTF, on the other hand, specializes in the financial infrastructure and payment systems related to the vital energy sector and works closely with partners such as Exxon-Mobil, Chevron, Shell, and Marathon Oil. By joining ECTFs, partners benefit from the resources, information, expertise, and advanced research provided by the international network of members.

Partnerships between law enforcement and the private sector are critical to the success of the Secret Service ECTF network. ECTFs collaborate with private sector technical experts in an effort to protect their critical system networks and information through developing business continuity plans and routine risk management assessments of their cyber and information systems infrastructure. ECTFs build alliances with academia to leverage teaching institutions' and technical colleges' research and development capabilities, thereby ensuring

that law enforcement remains on the cutting edge of technology. Greater ECTF liaison with the business community provides rapid access to law enforcement and vital technical expertise during large-scale cyber attack scenarios.

The approach and methodology utilized in the Secret Service ECTF model has proven itself to be both relevant and successful for over two decades. It has expanded and contracted based upon the domestic and geopolitical context of the times. Public and private sector safety and security agencies can benefit from supplementing their programs with the full advantages of robust partnerships with both private and public sector counterparts. The expansion and proper utilization of public-private partnerships is an undeniably effective and proactive security tool that may be used to combat the innumerable threats to the financial sector and U.S. residents.

Using Partnerships to Combat Cybercrime

The Secret Service's ECTFs effectively and efficiently leverage the combined resources, personnel, and expertise of many at both the operational and strategic level for the sole use and benefit of its members and the public at large. The public-private partnerships that can be found in the numerous ECTFs serve as an example of a streamlined approach by which the government and private sector collaborate toward the mitigation of financial security threats.

This collaboration provides for cost savings and increased efficiencies.

Therefore, a safety and security program that is fully engaged in the model simultaneously contributes to the organization's return on investment. The lines between homeland defense and security often intersect and appear convoluted, thereby making public-private partnerships a vital instrument of national security. Members of the ECTFs safety and security capabilities are augmented by the value obtained from information sharing, situational awareness, and best practices. The utilization and commitment to this partnership enable the Secret Service and its trusted colleagues to maintain and strengthen cross-agency and cross-sector cooperation.

One such way in which effective information sharing is accomplished is through the National Cybersecurity and Communications Integration Center (NCCIC). The NCCIC is a division of the U.S. Department of Homeland Security's National Programs and Protection Directorate (NPPD) Office of Cybersecurity and Communications (CS&C) and operates at the intersection of the network defense, private sector, civilian, law enforcement, defense, and intelligence communities. The NCCIC provides greater understanding of cybersecurity and

communications situational awareness, vulnerabilities, intrusions, incidents, mitigation, and recovery actions. It is the focal point for information sharing and relies on collaboration with its partners in the public, private, and international arenas. The Secret Service's mission at the NCCIC is to enhance the integration and coordination of U.S. response to significant cyber events. This is accomplished through situational awareness among the NCCIC partners established by coordinating the joint development and dissemination of timely, relevant, and actionable cybersecurity and communications information and bulletins.

In July 2012, the Secret Service and Immigration and Customs Enforcement-Homeland Security Investigations (ICE-HSI) established a formal partnership to augment the criminal investigators assigned to the ECTFs. This common-sense partnership enhances the capabilities of the ECTFs and further extends their reach to pursue the most wanted cybercriminals. As partners in the ECTFs, HSI agents conduct criminal investigations into transnational criminal groups laundering money and stealing trade secrets. Secret Service agents remain focused on investigating network intrusions, the trafficking of financial data over the Internet, and large-scale thefts of personally identifiable information.

Countering cybercrime continues to be one of the Secret Service's priorities. To be successful, the continued strengthening of the unity of effort with ICE-HSI, as well as coordination and cooperation with the partners at the Federal Bureau of Investigation, is paramount. The investigative undertaking is a critical part of the Secret Service's integrated mission. The Secret Service continues to develop significant criminal cases, execute seizures, and affect arrests that have a substantial impact on protecting the integrity of U.S. financial payment systems. A major contributing factor to this success is the effective partnerships with state and local law enforcement and the private sector for combating crime in their communities.

Conclusion

The ECTFs serve a critical role in the Secret Service's investigative mission in safeguarding the U.S. financial infrastructure. The immediate and effective response to threats against the U.S. economy is essential to successfully executing this mission requirement. The elastic nature of the cybercriminal threat dictates the development of nontraditional countermeasures that are both proactive and comprehensive. These steps must fully utilize the entire complement of the public and private sectors, both domestic and abroad.

The collaboration between the government and private sector partners offers an ideal forum by which industry-specific

Victims of cybercrime should report these crimes to law enforcement, whether it is the local ECTF, a state or local law enforcement agency, or the Internet Crime Complaint Center (IC3).

The United States Secret Service's ECTFs are available to respond and investigate significant financial cybercrime cases and may be contacted at www.secretservice.gov/investigation/#field. For a list of Secret Service Field Offices, visit www.secretservice.gov/contact.

information is shared, mutually beneficial and cooperative relationships are developed, and the local capacity and resilience for dealing with the onset and aftermath of financial and cybercrime activity are strengthened.

Recent cyber incidents continue to demonstrate the critical nature of the Secret Service's cybersecurity work and also illustrate that these government-private sector partnerships must endure. The Secret Service remains committed to assisting ECTF members through timely response during cyber incidents; liaison through quarterly meetings; additional means of information sharing; and prevention through proactive preparation, education, and training.

International law enforcement partnerships must be continually developed and enhanced to hasten their ability to hold transnational cybercriminals accountable. And law enforcement must continue to foster partnerships worldwide to combat cybercrime. ❖

Notes:

¹United States Institute of Peace Glossary, s.v. Whole-of-Government Approach, 2015, <https://www.usip.org/glossary/whole-government-approach>.

²Uniting and Strengthening America by Providing Appropriate Tools Required to Intercept and Obstruct Terrorism (USA PATRIOT) Act of 2001, H.R. 3162 §105, 107th Cong. (2001).

³Information Sharing Environment, "Critical Infrastructure and Key Resources," <https://www.ise.gov/mission-partners/critical-infrastructure-and-key-resources>.

⁴U.S. Department of Homeland Security, *The 2014 Quadrennial Homeland Security Review Report* (Washington, DC: U.S. Department of Homeland Security, 2014), 42, <http://www.dhs.gov/sites/default/files/publications/2014-qhsr-final-508.pdf>.

HSI Cyber Division: Combating Transnational Criminal Activity within the Dark Web through Enhanced Global Partnerships

By Mike Prado, Division Chief, Homeland Security Investigations, and IACP Visiting Fellow

Homeland Security Investigations (HSI) has long stood at the forefront of the effort to combat transnational criminal activity that seeks to exploit U.S. travel, trade, and financial systems for illicit purposes. Historically, HSI special agents have coordinated with their state, local, and international partners to track criminals globally and domestically using long-established investigative techniques that have gradually evolved to keep pace with changing methodologies of transnational criminal organizations (TCOs). However, due to the rapidly increasing transformative nature of

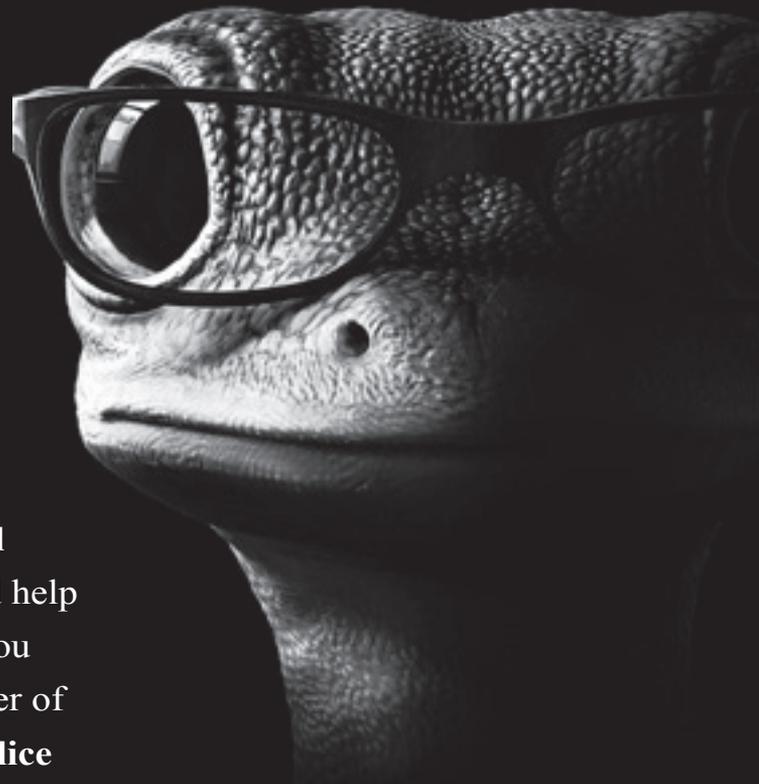
technology, it is more essential than ever before that law enforcement agencies enhance their adaptability and fluidity when combating transnational crime. Nowhere is this more apparent than in the rapidly expanding world of cybercrime and cyber-enabled crime that HSI confronts daily within the dark web.

The Dark Web

The expansion of transnational criminal activity is being driven through increased utilization of the dark web to facilitate illicit activity in an anonymized manner that

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creates significant difficulties for law enforcement. HSI has observed an accelerated migration of technologically sophisticated criminals engaged in a broad spectrum of illicit activity conducted within the dark web. As this migration to the dark web continues to rapidly increase, it is anticipated that the popularity of this anonymizing platform will ultimately and rapidly expand to routine use by less sophisticated, but significantly more numerous, criminals who could potentially inundate a law enforcement community that is presently unprepared to address the relatively new and continuously evolving techniques and methods, which criminals active in this space are utilizing. It is imperative that a general understanding of the basic structure and operation of the dark web is provided to investigators at all federal, state, and local agencies and that law enforcement leadership recognize the necessity of equipping their investigators with the fundamental tools to conduct investigations that will inevitably lead them into the deepest recesses of cyberspace.

While it is to law enforcement's advantage that there is no such thing as absolute anonymity in terms of Internet privacy and dark nets, it has become increasingly difficult to track criminals and organizations using these easily accessible tools. The dark web is easily and widely accessible through access provided by the dark net, a system of overlay networks designed to provide a protective layer of anonymity that is not normally present with routine Internet traffic and is often too complex to penetrate. The dark web itself is merely a subset of the much larger deep web. The deep web is simply the majority of the Internet that is unindexed and largely composed of legitimate and critically important data that are essentially unsearchable by typical search engines like Google. These data include intranets; digitized databases; records that require user-specific access (e.g., bank records, medical records, and government data); online library catalogues; and so forth.

Located within the deep web is the more illicit and dangerous dark web. The dark web itself is accessible by and comprises multiple networks that are primarily operated via peer-to-peer technology. This technology enables these networks to survive and communicate with one another through users who volunteer their computers to act as an infrastructure component of the network (or who have had their computers unwittingly compromised to act in this way via surreptitiously installed malware). Some of the more popular and well-known dark web networks, such as The Onion Router (Tor), have existed for more than 15 years. However, newer—and therefore less-known—networks continue to be created, providing multiple platforms for criminals

Criminals are increasingly aware that conducting illicit activity online without some type of barrier to obfuscate their identity and location is a mistake that could easily lead to their swift apprehension by law enforcement.

to conduct their activities outside the view of law enforcement. These networks are free to download and increasingly easy to navigate, making them an attractive option to even the most basic computer user.

Although the purpose of these networks is to protect a user's identity, they aren't inherently or solely devoted to criminal activity. But, like many things that were intended for altruistic purposes, criminals have found ways to leverage these technologies and exploit them to facilitate and further their illicit acts. The dark web is no exception, and it is being increasingly used in a variety of ways to enhance and proliferate criminal activity on the Internet. Criminals are increasingly aware that conducting illicit activity online without some type of barrier to obfuscate their identity and location is a mistake that could easily lead to their swift apprehension by law enforcement. Therefore, these dark web networks provide an easy and simple solution for criminals to engage in whatever activity they choose with little, if any, perceived fear of being identified.

As a result, the dark web has become a haven for criminals to utilize networks like Tor to distribute botnets, malware, ransomware, spam, and other types of network attacks. In addition to using these networks to protect themselves when attacking others and steal data outside of the networks, criminals do not even need to venture outside of the networks to conduct a wide range of other criminal activities. There are sites that reside within these dark nets, such as Tor's "Hidden Services," that are user friendly, customer service driven, and enormously profitable. Their ease of use and widely available access has resulted in an accelerated migration of criminals to this anonymized platform, creating significant difficulties for law enforcement agencies worldwide.

Hidden Services

Within these internal websites exist the truly darkest and most illicit sections of the Internet—the hidden services. The criminal activity located in these online black markets has become the primary focus of the HSI Cyber Division. These anonymized black markets, such as the notorious and now defunct Silk Road marketplace, traffic daily in massive amounts of narcotics, including potentially fatal opioids; firearms; counterfeit

documents, goods, and pharmaceuticals; and hacking tools. These black markets are some of the more popular and well-known parts of the dark web, but there are also an increasing number of hidden websites devoted to financial criminal activity that traffic in stolen PayPal accounts, credit card information, pre-paid cards, and stolen bank accounts and offer illicit financial services such as laundering illegal proceeds.

Most repulsive, and of increasing concern to HSI and its law enforcement partners, are the alarmingly growing number of websites dedicated to distributing child pornography. These anonymized sites contribute to—and often actively encourage and facilitate—the sexual exploitation of children. There are also websites that purport to sell services such as murder-for-hire; to sell weapons such as explosive devices, biotoxins, and dangerous chemical agents; and to teach someone how to commit murder and avoid detection by law enforcement. Other sites are set up to support hacking and provide illicit code and malware to customers. A significant number of websites that are distributing pirated and unlicensed distributions of digital media such as movies, music, games, and books have also established themselves on the dark net and become tremendously lucrative for their operators. Finally, specific websites now exist that are set up outside of the larger black markets to sell highly dangerous drugs in both street-level and wholesale distribution amounts, fueled by the growing use of crypto-currency like Bitcoin.

From a law enforcement perspective, it is important to note that none of these networks should be considered "bulletproof" in terms of protecting a user's anonymity. Rather, each network relies on developers that are constantly providing Internet technology support and upgrading the networks to block known vulnerabilities. Since Tor relies upon other users to make up their vast network, the potential for piercing the anonymization of these users is reliant upon software exploitation or network intrusion, which, when conducted with appropriate judicial authorization, does exist. However, this is a very costly and complex undertaking that requires significant interagency and, often, international cooperation. Once law enforcement gains entry, the security of these networks is limited and one simple exposure is all that is necessary to disrupt or



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dismantle the relatively loose infrastructure of the network and pierce the anonymity that users depend upon to keep their criminal enterprises operating. Additionally, many criminal networks on the dark web rely heavily on trust, and even the simplest injection of an online undercover agent can devastate the precariously fragile online relationships between criminal distributors and consumers that are built in these microenvironments.

What HSI Is Doing in Response

Over the past two years, HSI has been alerted with increasing frequency by local law enforcement of narcotics distributors within their communities who are receiving narcotics, including fatal amounts of opioids, from the Internet. These narcotics shipments are undoubtedly the result of transactions conducted via the dark web and require a coordinated response that can potentially result in the development of the most basic street-level narcotics seizures into international cyber-enabled investigations spanning multiple jurisdictions and involving numerous local, state, federal, and international law enforcement agencies. The ability of HSI field offices and of the HSI Cyber Division to provide subject matter expertise, deconfliction, and investigative assistance is invaluable, and HSI makes this assistance available to its partners domestically and internationally. Simply stated, it is no longer uncommon for an officer in the rural United States to seize heroin, fentanyl, MDMA, or any other illicit narcotic from a seller or user who ordered it from a distributor via the dark web.

The evolution of criminal activity driven by changes in technology requires an agile response from law enforcement. While law enforcement has historically risen to the occasion, the present challenges are compounded by the rapid growth and continuous evolution of technology that drives the traffic of the dark web. The dark web has transformed the ability of criminals to engage in virtually every type of illicit activity imaginable, with relatively little fear of apprehension and prosecution at present. The proliferation of criminals in the digital realm requires a repurposed, concerted, and coordinated focus by law enforcement agencies around the world. To penetrate the anonymity these platforms provide, HSI has established itself as a leader in the development of online undercover strategies and other innovative investigative techniques and has leveraged its specific authorities in both the virtual and physical worlds to identify, attack, and disrupt the supply chain; identify vulnerabilities in virtual and crypto-currency; and dismantle TCOs that seek to use the dark web to evade detection by law enforcement. The increased use of controlled deliveries, enhanced virtual

Increased reliance on well-established interagency partnerships and the forging of new and mutually beneficial relationships between local, state, federal, and international law enforcement agencies are crucial to effectively combat this growing threat.

currency financial investigations, and continued leveraging of HSI's unique customs authorities to attack the physical supply chains of TCOs, particularly in narcotics and weapons trafficking investigations, are essential tools for its law enforcement partners. Particularly as they relate to narcotics trafficking investigations, traditional law enforcement techniques involving physical surveillance, confidential informants, and other investigative practices remain relevant and essential. The key difference between past investigations and the current and emergent criminal activity proliferating via the dark web is the enhanced necessity to collaborate and stay up to date on the latest technological advances being utilized by criminals. While the platform has dramatically changed communication and delivery methods in an increasingly complex manner, sound investigative principles are still applicable and simply need to be adapted to address the new challenges associated with the anonymity and quick pace of cyber-enabled crime.

Increased reliance on well-established interagency partnerships and the forging of new and mutually beneficial relationships between local, state, federal, and international law enforcement agencies are crucial to effectively combat this growing threat. In recognition of this necessity, HSI has devoted significant resources to expanding its global footprint through its International Operations Division, which has resulted in increased relationships with the international partners that police many of the regions where dark web activity is growing. HSI's global presence helps expedite controlled deliveries of contraband being distributed via the dark web and enhances transnational investigations that encompass virtually all dark web investigations. Relationships with entities like Europol and others have proven particularly successful in combating

activity on the dark web. HSI recognizes the necessity of leveraging the resources and authorities of law enforcement at all levels and is utilizing long-established partnerships with other federal partners and, most critically, state and local agencies via bilateral agreements or task force participation through HSI's Border Enforcement Security Task Forces (BEST), as well as High Intensity Drug Trafficking Area (HIDTA) task forces, Internet Crimes Against Children (ICAC) Task Forces, or other multiagency efforts. As the growing threat of the dark net continues to rapidly evolve, it is also equally important to incorporate prosecutors into these partnerships to ensure cases submitted for prosecution can be successfully litigated to maximize the deterrent effect on individuals and organizations who have grown comfortable in utilizing the dark web to mask and propagate their criminal activities.

These strategies and techniques are being shared through training that HSI provides to its law enforcement partners and are essential components in an overall strategy that will require input and investment from law enforcement agencies around the world. In addition to regional trainings being conducted by HSI subject matter experts around the United States, HSI intends to provide a special dark web training session to be conducted by HSI at the IACP Annual Conference and Exposition in Philadelphia, Pennsylvania, in October 2017. This training will provide an opportunity for law enforcement leaders to hear firsthand the enormity of the challenges faced and the resources and opportunities that exist to collectively address this emergent threat. In addition, HSI is preparing to offer increased opportunities for state and local partners to participate in cybersmuggling and online investigations training in the coming months. Interested agencies who would like to inquire further regarding these training opportunities can contact the HSI Cyber Division via email at HSI_CyberTraining@ice.dhs.gov for additional information. HSI is also in the process of strengthening the connectivity between its Cyber Crimes Center and the online Law Enforcement Cyber Center (www.IACPcybercenter.org) to maximize the ability of HSI and IACP to jointly assist their partners worldwide in this continually evolving area of law enforcement.

Through a prolonged and combined campaign of coordinated investigations, additional training, and increased vigilance, those who attempt to hide within the dark net will have the bright light of law enforcement shine upon them as they are held accountable and brought to justice. ❖

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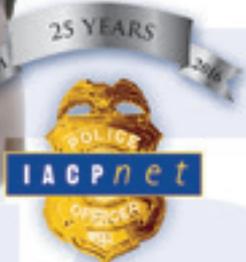
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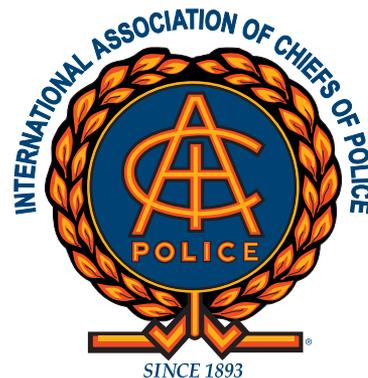
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*Akomolafe, Oluremi Enoch, Police Officer, Nigeria Police Force

Alabi, Joseph, Deputy Superintendent of Police, Nigeria Police Force

Awoniyi, Adekunle Isaac, Deputy Superintendent of Police, Nigeria Police Force

*Musayayi, Kazeem Olalekan, Account Auditor, Nigeria Police Force

*Obakewo, Ayodele, Police Officer, Nigeria Police Force

Obiazi, James Ojobu, Assistant Superintendent of Police, Nigeria Police Force

*Ojo, Kehinde, Police Officer, Nigeria Police Force

Oyetunji, Kehinde Kayode, Superintendent of Police, Nigeria Police Force

Shehu, Mallam Baba, Superintendent of Police, Nigeria Police Force

Uzoechi, Boniface, Deputy Superintendent of Police, Nigeria Police Force

Uebu Ode

Olugboyega, Kolawore Michael, Inspector of Police, Nigeria Police Force

PAKISTAN

Islamabad

*Chaudhary, Nida Ahsan, Director, Whopper Private Ltd
Haider, Syed, Superintendent of Police, Islamabad Capital Police

SAINT LUCIA

Castries

Desir, John M, Commissioner of Police, Royal St Lucia Police Force

SAINT MAARTEN

Phillipsburg

John, Carl, Commissioner of Police, Korps Politie Nederlandse Antillen

SERBIA

Belgrade

*Grujin, Dragana, ICITAP Project Coordinator, US Dept of Justice ICITAP

*Todorovic, Jelena, Police Officer, Ministry of Interior

SOUTH AFRICA

Port Elizabeth

Faro, Yolande, Chief of Police, Nelson Mandela Bay Metropolitan Police

Pretoria

*Msibi, Makhosini S, Chief Executive Officer, Road Traffic Management Corp

SPAIN

Molina De Segura

*Ruiz Ortiz, Salvador, Officer, Murcia Local Police

Murcia

*Marin, Jose Martinez, Police Officer, Murcia Local Police

ST VINCENT AND GRENADINES

Kingstown

Hadaway, Renold A, Commissioner of Police, Royal St Vincent & Grenadines Police Force

SURINAME

Paramaribo

Daniel, Agnes H, Commissioner of Police, Korps Politie Suriname

Isaacs, Bryan, Chief International Affairs AG, Korps Politie Suriname

TAIWAN

New Taipei City

Tsai, Meng Chieh, Special Agent, Ministry of Justice Investigation Bureau

THAILAND

Nakompathom

Phetthong, Narin, Police Lieutenant Colonel, Royal Thai Police

TRINIDAD AND TOBAGO

Port of Spain

Williams, Stephen, Commissioner of Police, Trinidad & Tobago Police Service

TURKEY

Ankara

Becer, Tolga, Superintendent, Turkish National Police

UKRAINE

Kiev City

Filonenko, Taras, Head of Detectives Section, National Anti Corruption Bureau of Ukraine

UNITED STATES

Alabama

Alexander City

Easterwood, James, Deputy Chief of Police, Alexander City Police Dept

Turner, Jerry W, Chief of Police, Alexander City Police Dept

Bay Minette

Reid, Andre, Sergeant, Baldwin Co Sheriff's Office

Birmingham

Irby, Henry, Deputy Chief of Police, Birmingham Police Dept
Schreiner, Amy, Captain, Univ of Alabama Birmingham Police Dept

Center Point

Weatherly, Antonio D, Director of Public Safety, City of Center Point

Creola

Kirkland, Harold D, Chief of Police, Creola Police Dept

Gadsden

Entrekin, Scott K, Captain, Gadsden Police Dept

Gordon

Anderson, Malvin J, Chief of Police, Gordon Police Dept

Mobile

Godwin, Clay, Assistant Chief of Police, Mobile Police Dept
Hodge, Roy, Captain, Mobile Police Dept
Jackson, William, Captain, Mobile Police Dept
McCrary, Philip, Major, Mobile Police Dept
Rodgers, Kevin, Captain, Mobile Police Dept

Oxford

Ridley, Donald, Lieutenant, Oxford Police Dept

Arizona

Bisbee

Echave, Albert B, Chief of Police, Bisbee Police Dept

Clifton

Negrete, Omar A, Chief of Police, Clifton Police Dept

Eloy

Vasquez, Chris, Chief of Police, Eloy Police Dept

Goodyear

Pacello, Joe, Lieutenant Professional Standards/SWAT,
Goodyear Police Dept

Peoria

Steele, Douglas A, Commander, Peoria Police Dept

Phoenix

*Bone, Darriell, Sergeant, Maricopa Co Sheriff's Office
*Olshan, Neal, Psychologist, Neal H Olshan PHD PLLC
Vasquez, Anthony, Commander, Phoenix Police Dept
Wickers, William, Lieutenant, Phoenix Police Dept
*Wortman, Tara, Executive Assistant, Equanimity Leadership Solutions
Young, Jeff, Supervisor, Phoenix Police Dept

Tucson

*Faulk, Matthew, Sergeant, Tucson Police Dept

Arkansas

Benton

*Stuart, Lisa, Training Sergeant, Benton Police Dept

Camden

*Jones, Liz, Telecommunication Training Coordinator, Arkansas Commission On Law Enforcement

Conway

*Alberson, Dana, Area Manager, Arkansas Community Correction

East Camden

*Smelser, Erin, ALETA Instructor, Arkansas Commission on Law Enforcement

Fayetteville

*Augustine, Emily, Sergeant, Washington Co Sheriff's Office
*Dawdy, Rebecca, Sergeant, Washington Co Sheriff's Office
*Dicus, Stacy, Corporal, Fayetteville Police Dept
Renfro, Bradley, Lieutenant, Fayetteville Police Dept

Flippin

*Vacco, Becky, Corporal, Arkansas State Police

Hope

Tomlin, Kimberly, Assistant Chief of Police, Hope Police Dept

Little Rock

*Amuimuia, Tara L, Program Manager, Criminal Justice Institute Univ of Arkansas
*Cordes, Jana, Corporal, Arkansas State Police
Crims, Nakia, Captain, Arkansas Game & Fish Commission
*Daniel, April A, Program Specialist, Criminal Justice Institute Univ of Arkansas
Gentry, Cora, Lieutenant, Arkansas State Police

*James, Wanda, Sergeant, Arkansas State Police

*Minor, Mary, Corporal, Arkansas State Police

*Williams, Carrie, Assistant Director of Reentry, Arkansas Community Correction

North Little Rock

*Allen, Cherri, Special Agent/Lead Instructor, US Dept of Veterans Affairs LE Training Center
*Cooper, Heather, Special Agent, US Dept of Veterans Affairs
*Dozier, Quintin, Special Agent, US Dept of Veterans Affairs
*Soto, Brandy, Special Agent/Program Manager, US Dept of Veterans Affairs
*Van Winkle, Melissa, Special Agent, US Dept of Veteran Affairs

Rogers

*Greene, Jacquelyn, Sergeant, Rogers Police Dept

Springdale

*Hudson, Teresa, Dispatch Manager, Springdale Police Dept

Texarkana

*Williamson, Tomekia, Assistant Area Manager, Arkansas Community Correction

California

Auburn

Swearingen, Jeff, Lieutenant, Placer Co Sheriff's Office

Bakersfield

Demestihias, Evan G, Assistant Chief of Police, Bakersfield Police Dept

Berkeley

*Ornell, Julia, Student, Univ of California Berkeley

Brawley

Brown, Kelly, Interim Chief of Police, Brawley Police Dept

Citrus Heights

Kinnan, Ryan, Lieutenant, Citrus Heights Police Dept

Corona

Patton, James, Lieutenant, Corona Police Dept

Dublin

Schmidt, Nate, Captain, Alameda Co Sheriff's Office

El Cajon

Ransweiler, Rob, Lieutenant, El Cajon Police Dept

El Centro

Reel, Aaron T, Commander, El Centro Police Dept

Fontana

Sissac, Martin, Chief of School Police, Fontana School Police Dept

Indio

*Martinez, Erika, Senior Management Analyst, Indio Police Dept

Irvine

*Anderson, Mark, Sergeant, Irvine Police Dept
*Bingham, William E, Sergeant, Irvine Police Dept
*Godfrey, Jeff, Student, Brandman Univ

La Mesa

Stoney, Brian, Lieutenant, La Mesa Police Dept

Los Angeles

*Brown, David, Sergeant/LADOT Transit Police Services Coordinator, Los Angeles Police Dept
Murray, James, Section Chief, US Customs & Border Protection/DHS

Martinez

Shields, Allan, Lieutenant, Contra Costa Co Sheriff's Office

Milpitas

Moscuzza, Kevin, Lieutenant, Milpitas Police Dept

Monterey Park

Wilkins, Mark, Lieutenant, Los Angeles Co Sheriff's Dept

North Hollywood

Ponce, Aaron C, Captain, Los Angeles Police Dept

Norwalk

*Suede, Stuart, IT Specialist I, Los Angeles Co Sheriff's Dept

Pasadena

*Busailah, Muna, General Counsel, Riverside Sheriff's Assn

Placerville

Ortega, James M, Chief of Police, Placerville Police Dept

Salinas

Sanders, Garrett, Commander, Monterey Co Sheriff's Office

San Bernardino

Green, David, Lieutenant, San Bernardino Police Dept

San Diego

*Parish, Troy, President, Ink Public Sector
Phelps, Richard, Chief Petty Officer, Naval Criminal Investigative Service

San Francisco

Cox, Chris, Lieutenant, San Francisco District Attorney's Office

San Jose

*Boekestein, Brent, CEO, Vintra

San Leandro

Clark, Ron, Lieutenant, San Leandro Police Dept

San Rafael

French, Robert, Chief, Marin Co District Attorney's Office

San Ramon

Stevens, Craig, Captain, San Ramon Police Dept

Sangere

*Canaday, John, Instructor, CCW Classes

Torrance

*Causey, Roberto, Adjunct Associate Professor, El Camino College

West Covina

Patton, Dennis, Lieutenant, West Covina Police Dept

Westminster

Ornelas, Ralph G, Chief of Police, Westminster Police Dept

Yreka

Lopey, Jon, Sheriff/Coroner, Siskiyou Co Sheriff's Office

Colorado

Canon City

*Fitchpatrick, Laponda, Owner, Laponda J Fitchpatrick Training & Consulting

Colorado Springs

David, John, Lieutenant, El Paso Co Sheriff's Office
Roybal, Joseph, Lieutenant, El Paso Co Sheriff's Office

Denver

Bell, Joel, Lieutenant, Denver Police Dept

Durango

Shupe, Raymond, Commander, Durango Police Dept

Fort Collins

Shellhammer, Joe, Lieutenant, Larimer Co Sheriff's Office

Grand Junction

*Powers, Natasha, Consultant, Powers Investigations & Consulting

Lakewood

*Gartner, Michael, Master Sergeant, Colorado State Patrol
Rickels, Steve, Division Chief, Lakewood Police Dept

Meeker

Stubblefield, Phillip, Chief of Police, Meeker Police Dept

Connecticut

East Hartford

*Bilodeau, Raymond, Student, Goodwin College

East Haven

Tracy, Pat, Lieutenant, East Haven Police Dept

Middletown

Kraynak, Kelly, Lieutenant, Connecticut State Police

Monroe

White, Keith, Captain, Monroe Police Dept

New Britain

Murphy, Benjamin, Lieutenant, New Britain Police Dept

New Haven

Abdussabur, Shafiq, District Commander, New Haven Police Dept

North Haven

Glenn, Kevin, Captain, North Haven Police Dept

Delaware

Greenwood

Raughley, Brent E, Chief of Police, Greenwood Police Dept

Wilmington

Woodland, Paul, Assistant Chief of Police, US Dept of Veterans Affairs

District of Columbia

Washington

*Asplen, Chris, Executive Director, National Criminal Justice Assn

*Brunner, Margaret L, Research Associate, Police Executive Research Forum

*Burgess, Laquanda, Police Officer, Pentagon Force Protection Agency

Burke, Steven, Special Agent in Charge, US Dept of Transportation OIG

*Dillon, Eoin, Senior Associate, Fight Crime: Invest in Kids Erickson, John, Captain, US Capitol Police

Fagnimon, Genevieve, Captain, Commander of Lokossa Gendarmes Company

Federico, Joanne, Operations Officer, US Border Patrol/DHS

*Fieselmann, Heidi, Special Assistant to the Chief, Metropolitan Police Dept

Gayatree, K C, Inspector, Armed Police Force

Habeebullah, D, Captain, Metropolitan Police Dept

*Hawkins Green, Margot, Employee Assistance Specialist, US Capitol Police

Hernandez, Jessica, Operations Officer, US Border Patrol/DHS

*Hubbard, Shadawn, Special Agent, Pentagon Force Protection Agency

Johns, Leonard, Section Chief, FBI

Kittrell, Lorraine, Deputy Chief of Police, Howard Univ Dept of Public Safety

Kodo, Thecle, Chief, Dept of Surveillance of the Territory Lockamy, Yolonda, Supervisory Special Agent, Pentagon Force Protection Agency

*Mosley, Audra, Police Officer, Pentagon Force Protection Agency

Neal, Ricky K, Inspector, US Secret Service Uniformed Division

Pearson, Joyce, Corporal, Metropolitan Washington Airports Authority Police

Rogers, Keith, Captain, US Park Police

*Rooney, Shawn, Sergeant, Metropolitan Police Dept

*Scott, Tanya, Police Officer, Pentagon Force Protection Agency

Thapa, Sheela, Inspector, Nepal Police

*Treharn, Trisha, Police Officer, Pentagon Force Protection Agency

*Williams, Elizabeth, Western Hemisphere Programs, US Dept of State INL

Florida

Doral

Dieppa, Michael, Major, Miami Dade Police Dept

*Schrzyver, Warren, Police Officer, Doral Police Dept

Fort Lauderdale

*Whitson, Robert, , Keiser Univ

Hobe Sound

Graff, Steven, Captain, Jupiter Island Public Safety Dept

Hollywood

Cooper, Albert J, Lieutenant, Hollywood Police Dept

Jupiter Inlet Colony

*Schultz, Robert, Police Officer, Jupiter Inlet Colony Police Dept

Melbourne

Naughton, Patrick, Sergeant, Melbourne Airport Police Dept

Miami

Caruso, Kimberly, Lieutenant, Miami Police Dept
James, Zinnia, Assistant Special Agent in Charge, US Coast Guard Investigative Service

Miami Beach

*Fojon, Elizabeth, Property & Evidence Tech II, Miami Beach Police Dept

Ocala

Russel, Jay, Major, Florida Fish & Wildlife Conservation Commission

Orlando

*Badall, Alexander, Student, Univ of Central Florida

Canty, Mark, Captain, Orlando Police Dept

Deschryver, Dean, Captain, Orlando Police Dept

Manney, Susan L, Deputy Chief of Police, Orlando Police Dept

Ogburn, Vincent, Captain, Orlando Police Dept

Saez, Cheri, Captain, Orlando Police Dept

Velez, Jose, Captain, Orlando Police Dept

Oviedo

Beavers, Mike, Deputy Chief of Police, Oviedo Police Dept

Pinellas Park

*Linguist, Michael, Sergeant, Pinellas Park Police Dept

Unmisig, Brian J, Captain, Pinellas Park Police Dept

Sunrise

*Adams, Richard, Director, Adams Digital Corp

Tampa

*Brevi, Peter, Director of Security, Seaworld Parks & Entertainment

West Melbourne

Cordeau, Richard T, Captain, West Melbourne Police Dept

West Palm Beach

Keane, Christopher, Captain, Palm Beach Co Sheriff's Office

Sinnott, Amy, Captain, West Palm Beach Police Dept

Spatara, Anthony, Assistant Chief of Police, West Palm Beach Police Dept

Winter Haven

Brannan, David, Deputy Chief of Police, Winter Haven Police Dept

Winter Springs

Tracht, Matt, Captain, Winter Springs Police Dept

Georgia

Appling

Askew, W O, Captain, Columbia Co Sheriff's Office

Atlanta

*Barber, Lindsey, Trooper, Georgia State Patrol

*Barnes, Ashley, Trooper, Georgia State Patrol

*Haynes, Ashley, Trooper First Class 1, Georgia State Patrol

Howard, Ritchie, Lieutenant, Georgia State Patrol

*Stallings, Stephanie, Sergeant, Georgia State Patrol

*Wooten Perry, Renia, Sergeant First Class, Georgia State Patrol

Augusta

Lamkin, Ramone, Marshal, Richmond Co Marshal's Office

Brunswick

Wiggins, Jay W, Captain, Glynn Co Emergency Mgmt Homeland Security Agency

Centerville

Hadden, Charles, Chief of Police, Centerville Police Dept

Decatur

Johnson, Keemeit D, Major, DeKalb Co Police Dept

Marietta

Twaddell, Tanya L, Major, Marietta Police Dept

Newnan

*Hodge, Michael, Management Consultant, Michael A Hodge & Associates LLC

Rome

Downer McKinney, Denise, Chief of Police, Rome Police Dept

Hawaii

Honolulu

Sung, Calvin, Lieutenant, Honolulu Police Dept

Idaho

Coeur d'Alene

Wolfinger, Ben E, Sheriff, Kootenai Co Sheriff's Office

Illinois

Antioch

*Guttschow, Geoff B, Administrative Sergeant, Antioch Police Dept

Arlington Heights

Hayes, Nathan, Commander, Arlington Heights Police Dept

Bartonville

Segree, Anthony F, Assistant Chief of Police, Bartonville Police Dept

Chicago

*Monreal, Daniel, Sergeant, Loyola Univ Police Dept

Collinsville

Scaggs, Gary, Lieutenant, Collinsville Police Dept

Hoffman Estates

Poulos, Gregory, Assistant Chief of Police, Hoffman Estates Police Dept

Lake Forest

*Verden, G Michael, Owner & CEO, The Lake Forest Group

Maple Park

Ayala, Tony G, Chief of Police, Maple Park Police Dept

Maywood

Velasquez, Richard, Commander, Cook Co Sheriff's Police Dept

St Charles

*Kennedy, John, Sponsorship Development Consultant, FBI National Academy Associates

Urbana

*Singh, Ajay, Student, Univ of Illinois

Waterloo

Douglas, Michael R, Chief of Police, Waterloo Police Dept

Indiana

Attica

Cole, Robert A, Chief of Police, Attica Police Dept

Milltown

Saylor, Ray E, Chief of Police, Milltown Police Dept

New Haven

McKinnon, Henry D, Chief of Police, New Haven Police Dept

Westfield

Seagrave, Michael, Lieutenant, Westfield Police Dept

Iowa

Cedar Rapids

Abodeely, Ryan, Lieutenant, Cedar Rapids Police Dept

Grinnell

DeBerg, Robert, Assistant Director of Campus Safety, Grinnell College

Marion

*Gray, Shellene, Administrative Manager, Marion Police Dept

Merta, Mark, Lieutenant, Marion Police Dept

Slagle, Doug, Deputy Chief of Police, Marion Police Dept

Marshalltown

Jones, Chris, Captain, Marshalltown Police Dept

Kansas

Leawood

*Yoder, Kirt, Sergeant, Leawood Police Dept

Overland Park

Sutterby, James, Captain, Overland Park Police Dept

Peabody

Burke, Bruce F, Chief of Police, Peabody Police Dept



IACP Membership Application

International Association of Chiefs of Police
P.O. Box 62564
Baltimore, MD 21264-2564
Phone: 1-800-THE IACP; 703-836-6767; Fax: 703-836-4543

DO NOT USE

Name: _____ (Please Print)
First Middle Initial Last

Title/Rank: _____

Agency/Business Name: _____

Business Address: _____

City, State, Zip, Country: _____

Residence Address: _____

City, State, Zip, Country: _____

Business Phone: _____ Fax: _____

Send mail to my Business Residence Address

E-mail: _____

Website: _____

Have you previously been a member of IACP? Yes No

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

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

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

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

d. 50,000 - 99,999 e. 100,000 - 249,999 f. 250,000 - 499,999 g. 500,000 +

Education (Highest Degree): _____

Date elected or appointed to present position: _____

Law enforcement experience (with approx. dates): _____

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

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

Amount to be charged _____ (U.S. dollars only—Membership includes subscription to *Police Chief* magazine valued at \$30. Student members receive online *Police Chief* magazine access.)

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

Charge to: MasterCard VISA American Express Discover

Cardholder's Name: _____

Card #: _____ Exp. Date: ____/____

Cardholder's Billing Address: _____

Signature: _____

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

Membership Categories

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

Active Member \$150
(sworn command level)

Associate Member:

General \$150

Academic \$150

Service Provider \$250

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

Student—Leader of Tomorrow \$30
(full-time students/not employed in a full-time position)
University name: _____

Optional Section Memberships:

(IACP Membership is a prerequisite for Section Membership)

Capitol Police Section \$30

Defense Chiefs of Police Section \$15

Drug Recognition Expert (DRE) \$25

Indian Country Law Enforcement \$25

Intl Managers Police Academy & College Training \$25

Law Enforcement Information Management (LEIM) \$25

Legal Officers \$35

Mid-Sized Agencies Section \$50

Police Foundations Section \$20

Police Physicians \$35

Police Psychological Services—initial processing fee \$50

Public Information Officers \$15

Public Transit Police No Charge

Railroad Police No Charge

Retired Chiefs No Charge

Smaller Department \$20

S & P Police Alumni Section No Charge

S & P Police Academy Directors No Charge

S & P Police Planning Officers No Charge

University/College Police—Initial Member \$50

University/College Police—Additional members \$15



IACP Section Membership Application

IACP Membership is a prerequisite for Section Membership.

Name: _____ (Please Print)

Title/Rank: _____

Agency: _____

Business Address: _____

City, State, Zip, Country: _____

Business Phone: _____ Fax: _____

E-mail: _____

Website: _____

IACP Membership #: _____

Signature: _____

- Capitol Police Section \$30
- Defense Chiefs of Police Section \$15
- Drug Recognition Expert Section \$25
- Indian Country Law Enforcement Section \$25
- 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
- Retired Chiefs of Police Section No charge
- Smaller Department Section \$20
- State and Provincial Police Alumni Section No charge
- State and Provincial Police Academy Directors Section No charge
- State and Provincial Police Planning Officers Section No charge
- University / College Police Section – Initial Member \$50
- University / College Police Section – Each additional member from same institution \$15

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

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

Card #: _____ Exp. Date: ____/____

Cardholder's Name: _____

Cardholder's Billing Address: _____

Signature: _____

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

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

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

Capitol Police Section

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

Shawnee

Baker, Jim, Captain, Shawnee Police Dept

Kentucky

Covington

Kelley, William, Lieutenant, Covington Police Dept

Elizabethtown

Coogle, Matthew, Sergeant, Elizabethtown Police Dept

Glasgow

Phelps, Jimmy, Lieutenant, Glasgow Police Dept

Greensburg

Hedgespeth, R Wayne, Chief of Police, Greensburg Police Dept

Louisville

Seelye, Joe, Lieutenant, Louisville Metro Police Dept

Louisiana

Baton Rouge

Polito, Chris, Sergeant, Baton Rouge Police Dept

Harvey

Gauthreaux, Chad, Lieutenant, Jefferson Parish Sheriff's Office

Kenner

*Mitchell, Christopher, Sergeant, Kenner Police Dept

Saint Martinville

Gauthier, Gabe, Detective, St Martin Parish Sheriff's Office

Maine

Lewiston

Higgins, Adam D, Deputy Chief of Police, Lewiston Police Dept

Portland

*Snow, Charles, Principal, Berrydunn

Sabattus

Wetherbee, Sheila, Lieutenant, Sabattus Police Dept

Maryland

Baltimore

Board, Daniel, Special Agent in Charge, ATF/Justice

*Hood, Ayesha, Police Officer, Baltimore Police Dept

*Jukam, Jason, Officer, Baltimore Police Dept

*Lamb, Sharon, Officer, Baltimore Police Dept

Leath, Elwood L, Commander/Lieutenant, Maryland Transportation Authority Police

*Quick, Robert, Lieutenant, Baltimore Police Dept

Robinson, Osborne, Chief Patrol Division, Baltimore Police Dept

*Sullivan, Shannon, Program Manager, Baltimore Police Dept

Berwyn Heights

Unger, Daniel L, Detective Sergeant, Berwyn Heights Police Dept

Bethesda

Campbell, Leslie, Deputy Chief of Police, NIH Division of Police

Fort Meade

Hayes, Bernard A, Deputy Chief, NSA Police

Gaithersburg

*Duke, Jessica B, Sergeant, Gaithersburg Police Dept

*Pike, Donald, Accreditation Manager, Montgomery Co Police Dept

Wahl, Michael L, Captain, Montgomery Co Police Dept

La Plata

Becker, Christopher, Captain, La Plata Police Dept

Laurel

*Dorsey, Sara J, Police Officer First Class, Howard Co Police Dept

Palmer Park

Alexander, William, Major, Prince George's Co Police Dept

*Gleason, Bill, Sergeant Training & Education Div, Prince George's Co Police Dept

*Johnson, Mina, Planning Analyst, Prince George's Co Police Dept

*Maguire, Tammy, Planning Analyst, Prince George's Co Police Dept

*Watson, Shani, IT Project Manager, Prince George's Co Police Dept

*Wofford, Matthew, Corporal, Prince George's Co Police Dept

Perryville

Miller, Allen W, Chief of Police, Perryville Police Dept

Silver Spring

*Weisman, Cindy M, Sergeant, Maryland National Capital Park Police

Towson

Lilly, Orlando D, Captain, Baltimore Co Police Dept

Massachusetts

Amesbury

*Tirone, Lauren, Sergeant, Amesbury Police Dept

Burlington

*La Scola, Eric, Product Marketing Manager, Nuance Communications Inc

Chilmark

Klaren, Jonathan, Chief of Police, Chilmark Police Dept

Lowell

Crowley, Timothy, Captain, Lowell Police Dept

Maynard

Noble, Michael, Lieutenant, Maynard Police Dept

Michigan

Bellevue

Griffin, Timothy, Chief of Police, Bellevue Police Dept

Dimondale

*Hunt, Roger, Sergeant, Michigan State Police

Flint

Baldwin, Jim, Lieutenant, Flint Twp Police Dept

Marysville

*Zeigler, Megan, Intelligence Agent, US Border Patrol/DHS

Novi

*Warren, Julie, Uniform Officer, Novi Police Dept

Oak Park

Dilig, Kenneth, First Lieutenant/Post Commander, Michigan State Police

Port Huron

Platzer, Joseph, Lieutenant, Port Huron Police Dept

Minnesota

Burnsville

*Siem, Shannon, Sergeant, Burnsville Police Dept

Minneapolis

Folkens, Bruce, Deputy Chief of Police, Minneapolis Police Dept

*Lee, Leone, Student, Walden Univ

Boerboom, Scott, Chief of Police, Minnetonka Police Dept

Mississippi

Olive Branch

Cox, William, Major, Olive Branch Police Dept

Pass Christian

Hendricks, Timothy K, Chief of Police, Pass Christian Police Dept

Missouri

Columbia

*Bishop, Amy, Police Officer, Columbia Police Dept

*Evans, Raquel, Police Officer, Columbia Police Dept

*Koons, Phillip, System Support Analyst, Boone Co Government

Glendale

Catlett, Robert, Assistant Chief of Police, Glendale Police Dept

Herculaneum

Whitney, Timothy, Lieutenant Colonel, Jefferson Co Sheriff's Office

Jefferson City

Flannigan, David, Major, Missouri State Hwy Patrol

*Heil, Danielle, Sergeant, Missouri State Hwy Patrol

Jolly, Christopher S, Captain, Missouri State Hwy Patrol

*Moore, Dawn, Chief Operator, Missouri State Hwy Patrol

*Reese, Patrice, Conservation Agent, Missouri Dept of Conservation

West, Jerry C, Captain, Missouri State Hwy Patrol

Kansas City

Dull, Gregory A, Major, Kansas City Police Dept

Folsom, Mark, Major, Kansas City Police Dept

Poplar Bluff

Sutton, David, Captain, Poplar Bluff Police Dept

Wentzville

*Bell, Jennifer, Sergeant, Wentzville Police Dept

Nebraska

Omaha

Reyes, Edward, Captain, Omaha Police Dept

Nevada

Boulder City

Shea, Tim, Chief of Police, Boulder City Police Dept

Henderson

*Kellner, Adam, Senior Systems Support Analyst, Henderson Police Dept

North Las Vegas

Ryan, Clint, Lieutenant, North Las Vegas Police Dept

New Hampshire

Concord

Encarnacao, John, Lieutenant, New Hampshire State Police

Fremont

Twiss, Jon D, Chief of Police, Fremont Police Dept

Hooksett

*Doherty, Uludele Charles, Adjunct Faculty Criminal Justice, Southern New Hampshire Univ

Jackson

Perley, Christopher C, Chief of Police, Jackson Police Dept

Newton

*Rand, Clint, Managing Director, The Institute For Global Threat Research Inc

Thornton

Miller, Kenneth P, Chief of Police, Thornton Police Dept

New Jersey

Basking Ridge

Shimsky, Michael D, Deputy Chief of Police, Bernards Twp Police Dept

Budd Lake

Austenber, Craig A, Lieutenant, Mount Olive Twp Police Dept

Cordileone, Mike, Lieutenant, Mount Olive Twp Police Dept

Lucivero, Philip J, Lieutenant, Mount Olive Twp Police Dept

Sanchez, Lou M, Lieutenant, Mount Olive Twp Police Dept

Cape May Court House

Osmundsen, Doug, Lieutenant, Middle Twp Police Dept

Shepherd, Robert, Lieutenant, Middle Twp Police Dept

Egg Harbor Twp

Gray, Robert, Lieutenant, Egg Harbor Twp Police Dept

Per, Heath, Detective Sergeant, Egg Harbor Twp Police Dept

*Romantino, Marc A, Lieutenant, Egg Harbor Twp Police Dept

*Slusarski, Stephen, Sergeant of Training, Egg Harbor Twp Police Dept

Freehold

Robinson, Scott, Captain, Monmouth Co Sheriff's Office

Howell

Rizzo, Thomas, Captain, Howell Twp Police Dept

Jersey City

Hardy, Norma, Assistant Chief of Police, Port Authority of New York & New Jersey

*Neeter, Eduardo, CEO, FactualVR

Moonachie

Behrens, Richard, Chief of Police, Moonachie Police Dept

Moorestown

*O'Connor, Thomas, State Trooper, New Jersey State Police
Chiarolanza, Mark, Lieutenant, Morris Co Sheriff's Office
Crooker, Edward K, Chief, Morris Co Sheriff's Office
Dunn, Bruce F, Captain, Morris Co Sheriff's Office
Gannon, James M, Sheriff, Morris Co Sheriff's Office
Pennino, Gerald, Detective Captain, Morris Co Sheriff's Office
Recktenwald, Jane M, Captain, Morris Co Sheriff's Office
Reilly, Moire, Lieutenant, Morris Co Sheriff's Office
Rose, Richard A, Chief Warrant Officer, Morris Co Sheriff's Office
Thornton, Denise E, Detective/Lieutenant, Morris Co Sheriff's Office
Zienowicz, Kelley D, Lieutenant, Morris Co Sheriff's Office

Newark

Magarelli, Elizabeth, First Line Supervisor, US Customs & Border Protection/DHS

North Caldwell

Deuer, Mark, Chief of Police, North Caldwell Police Dept

Oradell

Wicker, William C, Chief of Police, Oradell Police Dept

Palisades Park

Jackson, Mark, Chief of Police, Palisades Park Police Dept

Perth Amboy

McKeon, Roman, Chief of Police, Perth Amboy Police Dept

Princeton Junction

Garofalo, Robert, Lieutenant, West Windsor Police Dept

Somerset

Reiner, Mark, Lieutenant, Franklin Twp Police Dept

Stanhope

Burke, Kenneth, Lieutenant, Byram Twp Police Dept

Teaneck

O'Reilly, Glenn M, Chief of Police, Teaneck Police Dept

Toms River

Trujillo, Carlos, Lieutenant, Ocean Co Prosecutor's Office
Ciccerelle, Thomas J, Chief of Police, Washington Twp Police Dept

Wharton

Fernandez, Anthony, Chief of Police, Wharton Police Dept

White House Station

Insabella, John S, Lieutenant, Readington Twp Police Dept
Greco, Joseph J, Lieutenant, Readington Twp Police Dept

Williamstown

Boyd, Stephen D, Captain, Monroe Twp Police Dept
Dailey, David M, Lieutenant, Monroe Twp Police Dept
Farrell, Stephen T, Deputy Chief of Police, Monroe Twp Police Dept
Miraglia, Richard S, Captain, Monroe Twp Police Dept

New Mexico

Albuquerque

Golden, Pete, Lieutenant, Bernalillo Co Sheriff's Dept

Espanola

Vigil, Matthew F, Chief of Police, Espanola Police Dept

Hobbs

*Hawkins, Victor D, Director of Security, Univ of the South-west

Santa Fe

Simonson, Adam, Director/Bureau Chief, New Mexico Dept of Homeland Security

Socorro

*Langford, Daniel, Subject Matter Expert, New Mexico Tech

Zia Pueblo

Daniels, James T, Chief of Police, Pueblo of Zia Police Dept

New York

Albany

Kroeger, Kyle, Lieutenant, New York State Police

Lupo, Jon A, Captain, New York State Police
Richards, Todd J, Major, New York Dept of Environmental Conservation Police

Tremblay, Mike, Lieutenant, Albany Police Dept

Brooklyn

*Tow, Dean, Director Candidate Investigations, New York City Fire Dept

Cortland

*Olin, Jennifer K, Police Officer, New York State Univ

Hollis

*Kessler, Timothy, Police Officer, New York City Police Dept

New York

Conry, Sean T, Lieutenant, New York City Police Dept
Sakurai, Ryoji, Chief Inspector, Tokyo Metropolitan Police Dept
Vallarelli, John M, Lieutenant, Metropolitan Transportation Authority Police
Wozneak, Stephen, Lieutenant, New York City Police Dept

Pelham Manor

Carpenter, Jeff, Chief of Police, Village of Pelham Manor Police Dept

Penn Yan

*Abold, Joyce, Student, Keuka College

Troy

DeWolf, Daniel, Captain, Troy City Police Dept

Utica

*Jones, Michele, Student, Utica College

North Carolina

Burlington

*Giroux, Michael, Police Officer, Burlington Police Dept
*Henderson, Russell, Master Police Officer, Burlington Police Dept

Charlotte

*Battle, Jessica K, Assistant Police Attorney, Charlotte Mecklenburg Police Dept
Pogue, Dondi, Lieutenant, Charlotte Mecklenburg Police Dept
Thomas, Jonathan, Captain, Charlotte Mecklenburg Police Dept

Garner

Myer, Walter, Lieutenant, Garner Police Dept

High Point

Riewe, Chris A, Chief Park Ranger, High Point Park Rangers

Kinston

Jaynes, Alonzo Z, Chief of Police, Kinston Police Dept

Salisbury

Thompson, Melonie, Captain, Salisbury Police Dept

Sanford

Estes, C Brian, Captain, Lee Co Sheriff's Office

Winston Salem

Stormer, Derri, Major, Wake Forest Univ Police Dept

Ohio

Akron

*Gal, Engelbert, Application Analyst, City of Akron Office of IT
Micozzi, Agostino L, Lieutenant, Akron Police Dept

Brooklyn

Eschweiler, Cindy, Sergeant, Brooklyn Police Dept

Cleveland Heights

Butler, Robert, Sergeant, Cleveland Heights Police Dept

Fairfax

Bronson, Jeff, Chief of Police, Fairfax Police Dept

Forest Park

Jones, Rick, Lieutenant, Forest Park Police Dept

North Lawrence

*Henson, Brad, Sergeant, Lawrence Twp Police Dept

Parma

Siedlecki, Tom, Lieutenant, Parma Police Dept

Port Clinton

Bahr, Cynthia, Supervisory Border Patrol Agent, US Border Patrol/DHS

Vandalia

Althouse, Kurt E, Lieutenant, Vandalia Division of Police

Oklahoma

Claremore

Cox, Stephen, Deputy Chief of Police, Claremore Police Dept

Oklahoma City

Bussert, Jason, Captain, Oklahoma City Police Dept
Williams, Alan K, Lieutenant, Oklahoma Hwy Patrol

Stillwater

Chandler, William Colt, Lieutenant, Oklahoma State Univ Police

Oregon

Albany

Guilford, Kevin, Captain, Linn Co Sheriff's Office

Portland

*Flint, Sandra, Special Agent, FBI
Shearer, Andrew, Lieutenant, Portland Police Bureau

Prineville

Seymour, Larry, Captain, Prineville Police Dept

Salem

Bloom, Teresa, Captain, Oregon State Police

Tigard

McAlpine, Kathy, Chief of Police, Tigard Police Dept

Pennsylvania

Canonsburg

*France, Abby, Officer, North Strabane Twp Police Dept

Cammichaels

Vogel, James R, Chief of Police, Cumberland Twp Police Dept

Chester

Hartshorn, Laura, Captain, Chester Twp Police Dept

Feasterville

Krimmel, John T, Chief of Police, Lower Southampton Twp Police Dept

Glenshaw

Frank, J Sean, Lieutenant, Shaler Twp Police Dept

Hamburg

Rivero, Pedro A, Chief of Police, Hamburg Borough Police Dept

Harrisburg

Hyman, Troy, Captain, Pennsylvania State Police

Northumberland

Kriner, Clifford, Chief of Police, Northumberland Police Dept

Philadelphia

Davidson, Thomas, Captain, Philadelphia Police Dept

Pittsburgh

Joseph, Victor, Commander, Pittsburgh Police Dept

Tatamy

Snyder, Keith A, Chief of Police, Tatamy Borough Police Dept

Upland

Irey, Michael, Chief of Police, Upland Borough Police Dept

Warminster

DeLuca, Ronald, Lieutenant, Warminster Police Dept

West Chester

Dykes, Kevin, Chief, Chester Co Detectives

Willow Grove

*Ford, Jeffrey, Police Officer, Upper Moreland Police Dept

Rhode Island

Hopkinton

Carrier, Mark J, Captain, Hopkinton Police Dept

North Providence

*Roscuti, Donti, Police Officer, North Providence Police Dept

South Carolina

Charleston

*Miller, Rachel, Corporal, Medical Univ of South Carolina Public Safety

*Savage, Andrew, Attorney, Savage Law Firm
Simmons, Dorothy A, Patrol Commander, Medical Univ of
South Carolina Public Safety
Calby, Robert, Lieutenant, Columbia Police Dept
*McCoy, Jacob, Corporal, Univ of South Carolina Police Dept
Meetze, Roxana, Major Administration & Special Teams,
Richland Co Sheriff's Dept

Conway

*Anderson, Heather, School Resource Officer, Horry Co Police
Dept
*Buckingham, Crystal, Corporal, Horry Co Police Dept
*Gasque, Nicole, Officer, Horry Co Police Dept
*Vaught, Tina, Sergeant, Horry Co Police Dept

Greer

Fortenberry, Patrick, Lieutenant, Greer Police Dept

Myrtle Beach

Di Lorenzo, Eric, Lieutenant, Myrtle Beach Police Dept
Richards, Todd I, Special Agent, FBI

North Myrtle Beach

Baldasarre, Michael, Captain, North Myrtle Beach Dept of
Public Safety

Simpsonville

Hanshaw, Michael D, Chief of Police, Simpsonville Police Dept

South Dakota

Hot Springs

Close, Mike W, Chief of Police, Hot Springs Police Dept

Tennessee

Germantown

Stemmler, Bill, Captain, Germantown Police Dept

Jackson

Reeves, Mark L, Captain, Jackson Police Dept
Turner, Brien, Sergeant, Jackson Police Dept

Knoxville

Miller, Kenneth, Deputy Chief of Police, Knoxville Police Dept
Mullinax, Gabe, Lieutenant, Knox Co Sheriff's Office
Spoon, Jerry, Assistant Special Agent in Charge, Tennessee
Bureau of Investigation

Murfreesboro

Robinson, Amy, Lieutenant, US Dept of Veterans Affairs Police

Nashville

*Hartley, Ryan, Sergeant, Metro Nashville Police Dept

Texas

Arlington

Barlow, Melinda, Chief Administrative Officer, Arlington Police
Dept
*Spencer, Stephen, Director of System Security & Police,
Texas Health Resources

Austin

*Andrews, Reginald, Deputy Manager, Texas Dept of Public
Safety
*Coffey, Jan, Deputy Manager, Texas Dept of Public Safety
*Hall, Crystal, Trooper, Texas Dept of Public Safety
*Kelley, S J, Deputy Manager, Texas Dept of Public Safety
Lemmonds, Angel, Inspector, Univ of Texas Police
McKittrick, Gabriella, Deputy Administrator Operations, Texas
Dept of Public Safety
*Morris, Scott, Technical Sales Engineer, iKey Ltd
*O'Connell, Michel D, President, Flashback Data LLC

Beaumont

McDaniel, Michelle, Captain, Texas Dept of Public Safety
Ocnaschek, Tim, Captain, Beaumont Police Dept

Carrollton

McCoy, Kevin, Commander, Carrollton Police Dept

Conroe

McGinnis, Darcy, Lieutenant, Conroe Police Dept

Converse

Hunt, Pam, Captain, Converse Police Dept

Dallas

Pughes, David, Interim Chief of Police, Dallas Police Dept
Savage, James, Captain, University Park Police Dept

Devine

*Irwin, Sharee, Trooper, Texas Dept of Public Safety

El Paso

Almanza, Rob, Lieutenant, El Paso Co Sheriff's Office

Garland

McCully, Patrick, Captain, Garland Police Dept

Grapevine

*Buchanan, James, CEO, Buchanan Technologies
Hallmark, Larry, Lieutenant, Grapevine Police Dept

Harlingen

*Camacho, Lisa, Sergeant, Texas Dept of Public Safety

Houston

*Coleman, Renita, Corporal IV, Texas Dept of Public Safety
Jones, Rickey, Captain, US Postal Inspection Service
Longoria, Johnny, Captain, Texas Parks & Wildlife Dept
Mathis, Dwight, Major, Texas Dept of Public Safety
*Perkins, Teresa, Sergeant, Texas Dept of Public Safety
Sandoval, Christopher A, Lieutenant, Harris Co Sheriff's Office
*Skeen, William, Executive Director, The 100 Club

Killeen

Gearhart, Alex, Chief of Staff, Killeen Police Dept

Laredo

Arechiga, Ysela, Director, US Border Patrol/DHS
Barrera, Rose Ann, Branch Chief, US Border Patrol/DHS

Lockhart

Pedraza, Ernest, Chief of Police, Lockhart Police Dept

Lubbock

*Pelt, Tiffany L, Public Information Officer, Lubbock Police
Dept

River Oaks

Stewart, Charles S, Deputy Chief of Police, River Oaks Police
Dept

Round Rock

Carmichael, Justin, Commander, Round Rock Police Dept

San Antonio

Baham, Gail, Assistant Chief of Police, Terrell Hills Police Dept

San Marcos

Leonard, Lee, Commander, San Marcos Police Dept

Sansom Park

Wilkerson, Will, Chief of Police, Sansom Park Police Dept

Sugar Land

Allen, Michelle, Captain, Sugar Land Police Dept

The Woodlands

Zientek, Dan, Captain Precinct 3, Montgomery Co Constable's
Office

Tyler

Yates, Billy, Assistant Chief of Police, Tyler Police Dept

Wichita Falls

Coggins, Patrick E, Chief of Police, Midwestern State Univ
Vaughn, Scott, Captain, Wichita Falls Police Dept

Utah

Grantsville

Enslin, Jacob, Chief of Police, Grantsville Police Dept

Logan

Kuehn, Michael J, Chief of Police, Utah State Univ Police Dept
Randall, Bret, Lieutenant, Logan Police Dept

West Jordan

Davis, Richard, Deputy Chief of Police, West Jordan Police
Dept

Virgin Islands

St Thomas

Richardson, Delroy, Commissioner of Police, US Virgin Islands
Police Dept

Virginia

Alexandria

*Almony, Amanda, Project Manager, US Customs & Border
Protection/DHS
*Hurley, Cynthia, Police Officer, Alexandria Police Dept
Ladislav, Gregg, Captain, Alexandria Police Dept
Mammarella, Shirl, Captain, Alexandria Police Dept
Nosal, Crystal L, Commander Media Relations, Alexandria
Police Dept
Soriano, Shannon, Captain, Alexandria Police Dept

Annandale

*Taitano, Gene, Detective, Fairfax Co Police Dept

Arlington

*Chopard Cohen, Kay, Executive Director, National District
Attorneys Assn
*Karera, Ritah, Program Associate, Tetra Tech
Page, James, Police Planning Specialist, Arlington Co Police
Dept
Washington, Damon, Sergeant/Supervisor 3rd District,
Arlington Co Police Dept

Birchleaf

*Keen, Johnathan, Senior Trooper, Virginia State Police

Chantilly

*Lawther, Joshua, Federal Air Marshal, Federal Air Marshal
Service
*Nugent, Kevin, Senior Business Development Executive,
CACI International Inc

Chesapeake

Carter, Jeff, Lieutenant, Chesapeake Police Dept

Dumfries

Esposito, Nicholas, Chief of Police, Dumfries Police Dept

Fairfax

Blaney, Ilsa, Second Lieutenant, Fairfax Co Police Dept
Buckley, Craig M, Commander/Captain, Fairfax Police Dept
Kiernan, Kristi, Second Lieutenant, Fairfax Co Police Dept
*Moore, Linda, IT Program Director Public Safety Branch,
Fairfax Co Government
*Porter, R D, Senior Consultant, Federal Engineering

Fort Belvoir

Wozniak, William, Provost Marshal, US Army Military District
of Washington

Leesburg

*Bell, Michael, Sergeant, Loudoun Co Sheriff's Office
Sawyer, Christopher, Second Lieutenant, Loudoun Co Sheriff's
Office

Norfolk

Covington, Troy J, Chief of Police, Norfolk State Univ Police
Dept

Prince William

*Rice, Christopher, First Sergeant, Prince William Co Police
Dept
Van Antwerp, Camille A, Captain, Prince William Co Police
Dept

Reston

Sarandrea, Eric P, Deputy Director, Federal Air Marshal
Service

Richmond

*Massop, Mark, Vice President, IALEIA
*Riemann, Jennifer, Sergeant, Virginia Commonwealth Univ
Police Dept

Stafford

Pearce, Jeffrey, Law Enforcement & Compliance Policy
Analyst, US Army

Virginia Beach

*Fox, Marcie, Sergeant, Virginia Beach Police Dept
*Meister, Michele, Sergeant, Virginia Beach Police Dept
*Wyatt, Michele, Sergeant, Virginia Beach Police Dept

Washington

Clyde Hill

Kolling, Kyle, Lieutenant, Clyde Hill Police Dept

Des Moines

Delgado, George M, Chief of Police, Des Moines Police Dept

Fife

*Schwan, Paula, Sergeant, Fife Police Dept

Lakewood

Alwine, Jeff, Lieutenant, Lakewood Police Dept

Lynnwood

Davis, Thomas J, Chief of Police, Lynnwood Police Dept

Oakville

Burnett, Arick, Lieutenant, Chehalis Tribal Police

Pasco

Roske, Kenneth, Captain, Pasco Police Dept

Vancouver

Ryan, Tom, Lieutenant, Vancouver Police Dept

Wisconsin

Germantown

Gonzalez, Jeff, Lieutenant, Germantown Police Dept

Green Bay

*Mullen, Gerald, Special Agent, FBI

La Crosse

Nedegaard, Troy, Captain, La Crosse Police Dept

Madison

*Quast, William, Sergeant, Madison Police Dept

Milwaukee

Donaldson, Eric, Lieutenant, Milwaukee Police Dept

Wyoming

Casper

*Hatcher, John, Public Affairs Officer, Casper Police Dept

Riverton

Lee, Ryan, Undersheriff, Fremont Co Sheriff's Office

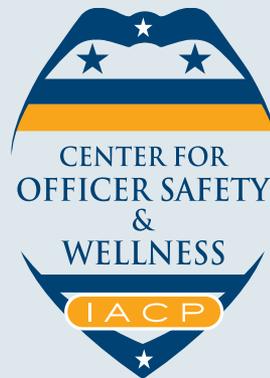
The IACP notes the passing of the following association members with deepest regret and extends its sympathy to their families and coworkers left to carry on without them.

Keith A. Abernathy, Assistant Professor of Criminal Justice, Central Methodist University, Fayette, Missouri; Harrisburg, Missouri

Douglas I. Callen, Chief Security Officer (ret.), Transportation Security Administration; President, Callen & Associates, Great Falls, Virginia (Iife member)

David C. Oliva, Director of Research (ret.), Cobra Corporation, Chicago, Illinois

Nicholas F. Rosato, Chief of Police (ret.), Ivyland Borough, Pennsylvania; Levittown, Pennsylvania



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.

Lieutenant Kevin Mainhart

Yell County Sheriff's Department, Arkansas

Date of Death: May 11, 2017

Chief of Police Steven Eric DiSario

Kirkersville Police Department, Ohio

Date of Death: May 12, 2017

Deputy Sheriff Jason Garner

Stanislaus County Sheriff's Department, California

Date of Death: May 13, 2017

Length of Service: 9 years

Deputy Sheriff Mason Moore

Broadwater County Sheriff's Office, Montana

Date of Death: Tuesday, May 16, 2017

Length of Service: 15 years

Border Patrol Agent Isaac Morales

U.S. Department of Homeland Security, Customs and Border Protection, U.S. Border Patrol

Date of Death: May 24, 2017

Length of Service: 8 years

Deputy Sheriff William Durr

Lincoln County Sheriff's Office, Mississippi

Date of Death: May 27, 2017

Length of Service: 6 years

Special Agent Michael T. Walter

Virginia State Police

Date of Death: May 27, 2017

Length of Service: 18 years (with agency)

Lieutenant Aaron Lloyd Crook

Bluefield Police Department, West Virginia

Date of Death: May 30, 2017

Length of Service: 9 years (with agency)

Deputy Sheriff Devin Hodges

Anderson County Sheriff's Office, South Carolina

Date of Death: June 1, 2017

Length of Service: 8 years

Police Officer Nathan M. Desjardins

Fryeburg Police Department, Maine

Date of Death: June 6, 2017

Length of Service: 3 months

Officer Joshua Sanchez Montaad

Florida Department of Agriculture and Consumer Services, Office of Agricultural Law Enforcement

Date of Death: June 6, 2017

Product update

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



Lens-cleaning technology

The Original LensPen, MiniPro, and MicroPro are designed to clean lenses; FilterKlear is designed to clean filters; and DigiKlear is for cleaning LCD displays. This technology is ideal for cleaning lenses and other optics on surveillance drones. All LensPen products clean in two simple steps. First, the retractable natural brush is used to remove any loose dust. If grease or fingerprints remain, the carbon-infused cleaning tip can be used to completely clean the lens. These products are environmentally friendly, effective in desert heat and arctic cold, and have no expiration date.

For more information, visit www.lenspen.com.

Secure email alternative

Secured Communications LLC announces its secured alternative to email, expanding its secured enterprise mobile and desktop communications solutions for vetted agencies and corporations. This enterprise-level secured alternative to email is designed to protect users from cyber hacking risks associated with open email communication. The proprietary Command Center interconnects web, PC, and mobile devices in a “private secured network” for encrypted email; messaging; and audio, video, and file sharing to individuals or groups within an agency. It also auto-syncs with mobile devices, allowing users to securely communicate and share information anywhere.

For more information, visit www.securedcommunications.com.

Free educational resource

FLIR announces its new educational resource, FLIR PRIMED—Prepare, Recognize, Input, Monitor, Experience, Decision—a free online tool that provides first responders with best practices for HAZMAT accidents and chemical, biological, radiological, nuclear, and explosives (CBRNE) attacks. Throughout this video series, designed to keep responders prepared by staying current with the industry standards and best practices, Grant Coffey delivers industry insights and recalls real-life experiences. In addition, each episode concludes with a free field checklist or downloadable guide to increase subject knowledge for a safer and more successful response.

For more information, visit www.flir.com/PRIMED.

Tablet keyboard

Austin, Texas-based iKey offers the newly designed IK-PAN-FZG1-C1-V5 keyboard exclusively for use with the Panasonic FZG1 Tablet. The keyboard is designed with a more robust latching mechanism that provides increased docking strength while reducing wear and tear on the keyboard. The new mechanism now locks and secures the keyboard to the tablet and does not require a key. This model specifically includes green backlighting and an external USB 2.0 port. This rugged keyboard is resistant to dirt, dust, and spills and is made of industrial silicone rubber. It is a full QWERTY keyboard with an integrated touchpad.

For more information, visit www.ikey.com.

Video surveillance system enhancements

Pivot3 announces enhancements to its surveillance series that provide customers with additional flexibility in how to apply hyper-converged infrastructure (HCI) in security and video surveillance applications. The investments in the company's core technology platforms allow customers to take HCI beyond traditional use cases, such as video storage, and expand capabilities through the layering of other security, IT, and business systems. Other enhancements include a multi-application capability that consolidates video recorders and other application workloads such as access control, visitor management, and video analytics on the platform; the ability to run multiple workloads on the same hyper-converged system; and broader platform offerings.

For more information, visit www.pivot3.com.

Medical alert awareness program

Agencies across the United States have been creating "Yellow Dot" programs to alert first responders of medical information in the event of a medical emergency while driving or during a motor vehicle collision that renders the driver unresponsive. The information can help first responders provide life-saving medical attention during that first "golden hour" after a crash or other emergency. The Yellow Dot (located on the outside rear window on the driver's side) is an indication that the driver has completed a form with pertinent medical and emergency contact information and placed it in the glove compartment or console of the vehicle. The program is a free service provided to individuals of all ages, with an emphasis on older adults.

For more information, visit <http://nationalyellowdot.org>.

Vehicle dispatch and tracking

Dispatch & Tracking Solutions (DTS) provides vehicle tow dispatch, management, reporting, notification, and tracking service options for law enforcement and state and local government helping all stakeholders. Service options include web-based software that provides voiceless dispatch, management, and tracking that can be used by agency staff; a tow dispatch center staffed with experts; automated mail and email notification to lien holders and insurers; lien and auction processing; and more. It can dispatch the agency's preferred local tow provider, or it can establish a network of qualified local tow providers. Benefits and features include one call to make or one click of the mouse while using as many tow providers as desired, a real-time view into the tow lifecycle, reduced response times, total accountability and transparency, and unlimited report and search capabilities.

For more information, visit www.DTSdispatch.com and www.towedcar.com.

Cultural sensitivity training

Badges2Bridges is a comprehensive law enforcement education program designed for law enforcement personnel. It prepares staff to work effectively with minority communities, cultural groups, and underrepresented groups. This cross-cultural education program is for professionals who wish to work effectively with minority communities; who are committed to serving all members of the community; and who seek to build bridges with underrepresented communities and to respond to their needs in a manner that preserves the dignity and respects the rights of individuals.

For more information, visit www.dranitajackdavies.com.



Ballistic protection

Warrior Trail Consulting introduces advanced ballistic protection solutions to law enforcement, first responders, and others through a partnership with ShotStop Ballistics LLC. The partnership leveraged advanced ballistics technology to bring this life-saving technology to market. The material uses ultra-high molecular weight polyethylene manufacturing methods to achieve an ultra-light and durable product. At 2.7 psf, the 100 percent polyethylene body armor plates have one of the lowest areal densities available. A polyuria coating protects the durable plates from water, body fluids, fuel, and moisture, and they float, making them ideal for use in maritime environments.

For more information, visit www.warriortrail.com.

Interested in the newest technologies, tools, and advances in law enforcement?

IACP's Annual Conference and Exposition (Philadelphia, PA) in October 2017 will feature an exposition with more than 650 exhibitors! Visit www.theIACPconference.org to learn more.

Advance Registration Form

Register online at theIACPconference.org



October 21–24, 2017
Pennsylvania Convention Center
Philadelphia, Pennsylvania
theIACPconference.org

Use this form to save on registration fees until September 6, 2017.
Beginning September 7, 2017 only online registrations will be accepted.

CHECK ONE:

- I am an IACP Member; Membership Number _____
 I am a Non-Member
 I am applying now for Membership (Use Box "B" below to Join)
 I am the spouse or family member of _____ Their Member# _____

Full Name _____

First Name for Badge _____

Title/Rank _____

Agency/Organization _____

Agency Address _____

City _____ State _____

ZIP/Postal Code _____ Country _____

Phone # _____ Fax # _____

Email Address _____

FAMILY — complete a duplicate registration form if using different payment method.†

Name _____

Children (5 and Under) Name(s) and Age(s) _____

Children (6–18) Name(s) and Age(s) _____

Source Code: PC1

A. CHECK APPROPRIATE REGISTRATION TYPE

- IACP Member* \$350 Children 6–18* \$45
 First Time IACP Member* \$295 Children 5 and under* FREE
 Non-member* \$525 Expo Pass for Public Safety Personnel. FREE
 Family Member*† \$125

1-DAY PASS AND 2-DAY PASS REGISTRATION WILL OPEN ONLINE SEPTEMBER 7, 2017.

B. IACP DUES

YES! I would like to join the IACP and take advantage of the First Time Member Registration Rate of \$295 (see the IACP website for membership benefits and criteria), **plus the dues amount below:**

- Active Member \$150
 Associate Member – General \$150
 Associate Member – Leader of Tomorrow Sworn Officer \$75
 Associate Member – Academic \$150
 Associate Member – Service Provider \$250

C. FOUNDATION GALA AND ANNUAL BANQUET TICKETS (Optional)

- YES! I would like to purchase tickets for the **2017 IACP Foundation Gala** to be held on Saturday, October 21, 2017. YES! I would like to purchase tickets for the **Annual Banquet** to be held on Tuesday, October 24, 2017.

Tickets \$250 each; # of tickets: _____ Tickets \$100 each; # of tickets: _____

No refunds. Pre-Conference ticket sales end October 18, 2017. No refunds. Pre-Conference ticket sales end October 18, 2017 and will continue onsite October 20–24, 2017.

PAYMENT (No Registrations will be processed unless accompanied by payment in full.)

TOTAL AMOUNT TO BE CHARGED (Add A, B and C): \$ _____

Purchase Order. PO# _____

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E. 50–99 J. N/A

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C. Information Technology J. Legal
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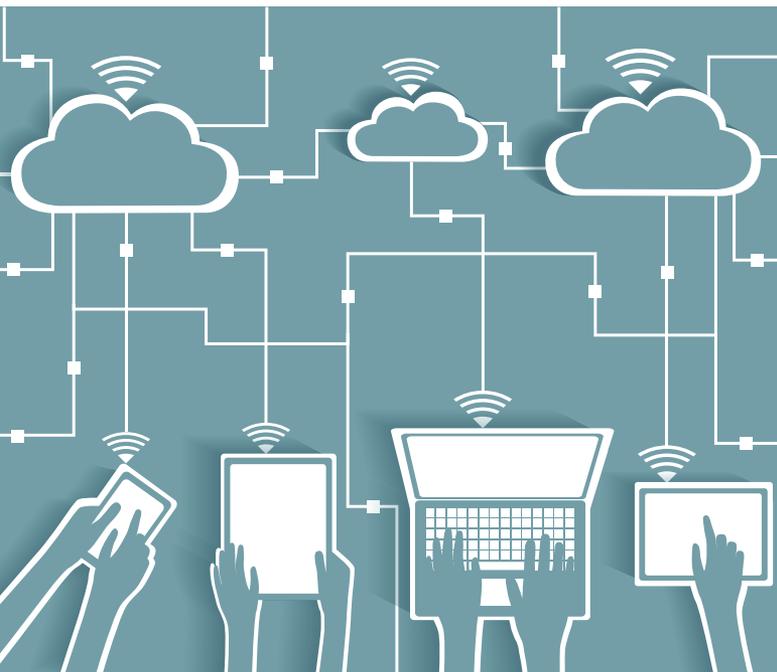


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Threats in the Hyper-Connected World



By Valarie Findlay, Research Fellow, Police Foundation

Law enforcement organizations are often on the investigation side of cyberthreats and cybercrime, but that is starting to change. Today, a variety of attacks could be exacted on a law enforcement organization's networks, devices, data, records, or communications—either as a singular attack or part of a larger one—that can cripple the agency's service. Cyber attacks on law enforcement can threaten public safety, damage organizational reputation, and compromise the data relied upon for a number of essential criminal justice processes (e.g., investigative and judicial) and often shared across jurisdictions.

Although “white-hat” technology specialists (the “good guys”) have made advancements in preventing many common types of cyber attacks, it has become abundantly clear that the risks remain and go beyond technological vulnerabilities and remedies. In other words, cyberthreats have become much more than surreptitious, malicious software that attack assets, and traditional technical safeguards aren't always effective—or even applicable—when fighting current or emerging cyberthreats. Many of the decades-old axioms and beliefs commonly held regarding cybersecurity and the characteristics of cyberthreats persist as outdated notions that ultimately hinder security and prevention efforts and ignore the capabilities of the new threat landscape.

Naturally, security controls and risk management have been and will continue to be revolving themes in discussions on improving cybersecurity, but the same challenges that existed in the 1990s still apply at the policy level. Approaches, such as shared responsibility between stakeholders and enforcement through pseudo-regulatory measures, are not working and will not work—and here's why.

Domains and Asymmetry

Years ago, cyber exploits occurred primarily through network vulnerabilities, but today they can originate in one or many domains, including physical, application, device, resource (people), and policy security. Although most cyberthreats are rooted in malicious and constantly evolving technologies with increasingly complex attack vectors, they also include the exploitation of multiple domains and various avenues of opportunity to gather and capitalize on information and to acquire the desired asset.

More and more, cyberthreats target “inherent-to-the-design” vulnerabilities along with exploitation of deficient maintenance practices and misidentified assets, resulting in a lower security posture. However, technological tunnel vision is common; the only means to counter a cyberthreat is through cyber defense. Like the emperor's new clothes, a false sense of risk mitigation stands only to promote exposure and liability, leading to unnecessary technological safeguards acquired under the auspices of hardening the environment. Eventually these safeguards fail and diminish in their returns and new (potentially unnecessary) safeguards are sought, further draining an agency's information technology budget.

For that reason, an organization's cybersecurity framework must consider more than just technological responses to threats; it must consider the design, development, and implementation of practices and measures across various domains to collectively address threats. (A good comparison is the use-of-force continuum, but applied to cyberthreats: scenario-specific, flexible, and appropriate options; objective and continuous assessment; and a reasonable and effective response.)

With current day threats anchored in the exploitation of vulnerabilities and dependencies of those domains, crucial steps in moving beyond technology as the singular solution include accurately identifying and valuating organizational assets, developing a well-designed, and planned implementation of a cross-domain cybersecurity framework and supporting processes.

But before this frameworking and planning starts, a shift in mind-set should occur: law enforcement needs to start thinking differently about cyberthreats.

Think Like the Criminals

In order to drive this shift in thinking, law enforcement should adopt three concepts that will lead the prevention and detection phases of cybersecurity.

1. Think and plan like the “bad guys.” Face it, the bad guys are winning in part because cyber attacks are their full-time job and part of their daily practices. With technology outpacing countermeasure efforts and legislation lagging behind, it's time for those in cybersecurity to adopt a new strategy. Foundationally, cybersecurity approaches must mirror those of the actors behind the cyberthreats an organization or system is trying to prevent; approaches must be cross-domain and asymmetrical; target and asset focused; and differentiated by committed, skilled resources. These elements become even more important when electronic assets—telemetry, biometrics, and trace evidence records—require a high level of integrity due to the asset's applied value.

2. Targets are as important as assets. No one puts a lock on a door to prevent the theft of the door. Likewise, one often forgets to view targets along with assets, as well as their value, but as distinctly different entities. Cyber-thieves, like criminals in property crimes, have something they want to get (assets) and stuff they must break to get it (targets). By understanding and adopting this perspective, one starts to view security safeguards not as single remedies but as parts of a layered approach to protect assets.

Targets can be laptops, devices, and databases (that store an information asset); device firmware (that stores configuration values); electronically locked rooms (that store documentation, controlled substances ammunition, evidence, etc.); or network connections (that transmit asset data) and processes (ciphers, encryption, etc.). Assets are the prime goal for threat actors and can vary in criticality or classification and require securitization to maintain organizational reputation; availability, confidentiality, integrity and credibility of data; investigative and judicial processes (chain of custody, etc.); and public safety.

3. Threat actors are less important than threat scenarios. As much as profiling a threat actor is important to downstream intelligence formulation, in the earlier stages of prevention and detection (and sometimes, deterrence) the focus must be on the actual threat scenarios: theft; modification; destruction or disruption; and, in some instances, planning and executing (e.g., surveillance). Understanding these operational-level exploits will dictate the required countermeasures of protection much more than understanding the identity or modus operandi of the actors will. Basically, this threat-focused approach considers the possibility and probability of threat scenarios and the associated damages should a particular asset be breached; it forces the valuation of the asset from the perspective of the malicious actor.

“They Weaponized Pikachu!”

It’s true. Although it is a low-level means to extract credit card numbers while silently installing further viruses and recording data from unsuspecting Pokémon-Go players, the Pokémon malware has fed the coffers of an unknown cyber criminal.¹ The weaponization of technology is not uncommon and often paired with ransomware, and its introduction to secure environments remains one of the most serious advancements in recent decades.

Appropriately enough, in his book *The Art of War*, the ancient military strategist Sun Tzu wrote, “If you know your enemies and know yourself, you can win a hundred battles without a single loss.”² While a lofty statement, it holds substantial truth—knowledge is everything, and armament doesn’t hurt, either. In the context of cyberthreats, technology has augmented criminal tradecraft of the theft, modification, and destruction of data, as well as key planning, espionage, and surveillance activities. Also, in the post-Snowden security climate, the civic laws of cybersecurity have evolved to emphasize personal and classified data security and to consider the impacts to privacy and integrity, increasing liability in these areas.

Knowing and responding to these concepts in an operational environment refines the new constructs of cybersecurity. More and more, the weaponization of technology reflects the sophistication of threats and their ability to leverage the various security domains: the more domains that are accessed to breach sensitive information, the more asymmetrical and more difficult it becomes to counter the threat.

Single Point (Domain) Failure

A domain failure occurs when only the most obvious domains are secured, such as when an organization’s network and connected devices meet the required security posture—but its software and device updates and patch management policies are weak or nonexistent. The maintenance falls apart and the security posture collapses, allowing for the exploitation of unknown vulnerabilities.

Similarly, weak employee screening or access policies may allow for unauthorized, uncredentialed access to sensitive assets, relying strictly on their physical hardening to protect them. In this case, if a cross-domain, multilayered approach is in effect, it will balance the risk-stress over several domains to close gaps and to act as a fail-back. Anything less amounts to leaving the lights on and doors open for malicious actors.

Moving to cross-domain (or multiple domain) and multilayered security approaches will increase initial resource costs, but the downstream benefits will make up for the upfront investment. Also, once implemented, the higher degrees of compartmentalization and isolation of security approaches are going to improve prescriptive countermeasures and increase the ease of maintenance and agility of the environment. The following are some examples of detailed domain categories that would make up a framework and eventual security assessment, although some organizations will potentially have more categories to consider:

- Corporate security policies and procedures—documentation that makes the organization and its resources act and behave in a certain way
- Physical security—traditional hard-wall, room, and building security
- Resource security—people, their screening, and their access to things
- Device security
- Network security
- Network and application development (as in OSI layers) security

There Is No End Game

Behind every malicious threat is a human—for now. Cementing a proven cybersecurity framework will be easier today than when the Internet of Things, machine-to-machine learning, and custom cipher technology bear down on systems, delivering unbelievably complex threats. Not unlike countering other criminalized activities, communication and collaboration remain effective methods to close command and control of an active threat.

Law enforcement and other organizations must master these methods and the means to share information, making threat mitigation and vulnerability management part of daily procedures. By adopting a higher strategic view along with multidisciplinary, short-cycle approaches and renewable cybersecurity practices, organizations will be able to develop approaches that incorporate continuous assessment as an ongoing activity, instead of viewing it as an end game. ❖

Notes:

¹Kirsten Acuna, “A Malicious Version of Pokémon Go Is Infecting Android Phones,” *Science Alert*, July 10, 2016, <http://www.sciencealert.com/android-users-are-unknowingly-downloading-a-malicious-version-of-pokemon-go>.

²Sun Tzu, *The Art of War*.

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Traffic Incident Management (TIM)

By Angie Kremer, PE, Traffic Incident Management Engineer, Michigan Department of Transportation

Traffic Incident Management (TIM) is the planned and coordinated multidisciplinary process used to detect, respond, and clear traffic incidents as quickly as possible while protecting the safety of on-scene responders and the traveling public. An incident is defined as "any non-recurring event that causes a reduction in roadway capacity."¹ Such events include, but are not limited to, traffic crashes, debris in the roadway, disabled vehicles, spilled cargo, floods, and other unplanned natural or man-made events. Safe, quick clearance of the roadways following traffic incidents is necessary to restore traffic flow to pre-incident levels as safely and quickly as possible.

Given the wide range of issues involved with traffic incidents, close coordination is required among a diverse range of traffic safety stakeholders, including professionals from law enforcement, fire, emergency medical services, towing and recovery, transportation, dispatch, and hazardous materials, as well as the media. One of the principal incident management concerns is secondary crashes, which occur after the initial incident due to resulting issues such as unexpected slowed or stopped traffic. Many times, a secondary crash is more severe than the primary crash or incident, and all incidents represent inherent dangers to responding personnel at the scene.

In addition to the risk of secondary crashes, other side effects of incidents include the following:

- Increased response time by first responders such as emergency medical services, police, fire and rescue personnel, towing and recovery, medical examiners, and others.
- Lost time and a reduction in productivity. For each minute a freeway lane is blocked during peak use, an estimated four minutes of delay result after the incident is cleared accounting for 4.2 billion hours per year in delays in the United States.²
- Increased cost of goods and services transported by highways.
- Increased fuel consumption.
- Reduced air quality and other adverse environmental impacts.
- Reduced quality of life for those sitting in traffic.

Prior to the development of TIM practices, traffic incidents were handled with minimal interagency coordination or communication. Emergency responders were dispatched to or arrived on scenes of traffic incidents to handle the duties of their specific area of expertise, including crash investigation, emergency medical services, fire services, or tow and recovery. What often ensued, particularly at larger-scale incidents, was a chaotic response in which essential responders were hampered by other responders and parked vehicles from reaching the scene. Ambulances with injured patients could not leave the scene efficiently. TIM was developed to organize that chaos by extending the principles of the incident command system to the highway environment, thereby improving coordination, efficiency, effectiveness, and safety.

Managed response means overlapping as many tasks of the responding groups as possible without compromising the integrity of any task or the safety of those on the scene. This can be achieved only by extensive planning involving the responding organizations, agreements on procedures and policies, and mutual program action to identify and obtain the personnel and equipment resources to accomplish planned tasks.

The keys to effective traffic incident management are quick, accurate incident detection and notification; rapid response of available resources, including traffic control; safe and quick clearance of the incident; effective interagency communications supported by integrated communications systems; and the provision of accurate and reliable information to travelers in the area about the location, nature, impact, and expected duration of an incident. The components of a proper traffic incident management program include planning, detection, and notification; verification and response; site management; clearance; recovery; and motorist information. Many resources on traffic incident management are available on the Internet at www.ops.fhwa.dot.gov/eto_tim_pse/about/tim.htm.

TIM Law and Guidance

Manual on Uniform Traffic Control Devices

Chapter 6I of the *Manual on Uniform Traffic Control Devices (MUTCD)* contains information on the types of temporary signs, barriers, and other traffic control devices that are approved for use in traffic incident management areas. The *MUTCD* is available online from the U.S.

Federal Highway Administration at <http://mutcd.fhwa.dot.gov>.

Laws to Promote Safe, Quick Clearance

TIM has three general types of safe, quick clearance laws.

Move Over: These laws require drivers approaching a scene where emergency responders are present to either change lanes when possible or reduce vehicle speed. Move Over laws have been enacted in every U.S. state, most Canadian provinces, and in other countries worldwide. The laws vary from jurisdiction to jurisdiction, and law enforcement officers should be intimately familiar with the law in their jurisdiction and encouraged to enforce the law in earnest to improve public compliance.³

Driver Removal: Also known as Steer It, Clear It laws, Move It laws, or Fender Bender laws, these regulations require that vehicles in minor property damage crashes be moved out of the travel lanes to a safe location where drivers can exchange information or wait for law enforcement assistance. Moving the vehicles off the roadway restores traffic flow, decreases the risk of secondary crashes, and reduces the responding officer's exposure to moving traffic.⁴

Authority Removal: Also known as Hold Harmless laws, Authority Removal laws clarify the authority and responsibility of pre-designated public agencies to clear damaged or disabled vehicles and spilled cargo from the roadway to allow normal traffic flow to resume and to prevent the occurrence of secondary incidents. Authority Removal laws typically provide indemnification for these agencies if removal duties are performed in good faith and without gross negligence.⁵

Laws designed to encourage safe, quick clearances of traffic incidents enhance motorist and responder safety and reduce congestion and delay. Although a number of countries (as well as all U.S. states and most Canadian provinces), currently have one or more of these laws in place, observed variability in the existence, wording, and coverage of safe, quick clearance laws challenges uniform implementation.⁶

TIM Performance Measures

Evaluation metrics provide the necessary feedback to TIM responders to allow them to improve performance. Equally important, metrics provide decision makers with the data needed to demonstrate the value of TIM activities and justify their related expenditures. The most common TIM performance measures are roadway

clearance time, incident clearance time, and the number of secondary crashes.

Roadway clearance time measures the time between the first recordable awareness of an incident by a responsible agency and the first confirmation that all lanes are available for traffic flow.

Incident clearance time is the time between the first recordable awareness of an incident by a responsible agency and the time when the last responder has left the scene.

The number of secondary crashes references the incidents for which a response or intervention is taken, where a collision occurs either (1) within the incident scene or (2) within the queue (which could include traffic in the opposite direction) resulting from the original incident.⁷

TIM Training & Resources

SHRP2 TIM Training

The National Traffic Incident Management (TIM) Responder Training program, also known as the Strategic Highway Research Program (SHRP2) TIM Training, was developed to improve the coordination of all traffic incident responders from the moment the first emergency call is made through conclusion of the incident and the return of normal traffic flow.

The program's curriculum is based on extensive and detailed research conducted with TIM responders across the United States and uses a train-the-trainer approach. The FHWA-led eight-hour train-the-trainer course builds a team of instructors within each state, region, or agency. These instructors, in turn, train their colleagues using this innovative curriculum. Shorter, four-hour courses and one-hour training modules are also available. Training modules are flexible and can be modified to fit state and local regulations or practices. A web-based training program is also available.⁸

TIM Network

The TIM Network comprises individuals representing various TIM disciplines with the goal of facilitating practical and results-oriented communication. A key facet of the network is continuous, specific, and relevant outreach. The TIM Network connects traffic TIM professionals from across multiple disciplines to discuss developing issues of national interest, to keep practitioners apprised of the latest industry information, and to garner important input. Membership is free.⁹

Responder Safety.com

Responder Safety.com is the website of the Emergency Responder Safety Institute, an advisory group of public safety leaders and transportation experts committed to reducing deaths and injuries to U.S. emergency responders. The site is a clearinghouse of information related to TIM and first responder safety issues, including data, news, training opportunities, public service announcements, and links to other first

responder organizations.¹⁰ Free online training, videos, and more can be found at www.respondersafety.com. ❖

For information on how the Ontario Provincial Police are using unmanned aircraft to document crash scenes, please see Brad Blair, "Unmanned Aircraft Systems and Traffic Incident Management," Highway Safety Initiatives, *The Police Chief* 83 (June 2016): 80, www.policechiefmagazine.org/unmanned-aircraft-system.

Notes:

¹ Science Applications International Corporation and American Transportation Research Institute, *2010 Traffic Incident Management Handbook Update* (Federal Highway Administration, Office of Transportation Operations, January 2010), citing the *2000 TIM Handbook*, 7, https://ops.fhwa.dot.gov/eto_tim_pse/publications/timhandbook/tim_handbook.pdf.

² U.S. Department of Transportation (DOT), Federal Highway Administration (FHWA), "SHRP2 Traffic Incident Management Responder Training," Every Day Counts, https://www.fhwa.dot.gov/innovation/everydaycounts/edc-2/pdfs/edc_traffic.pdf.

³ Jodi L. Carson, *Traffic Incident Management Quick Clearance Laws: A National Review of Best Practices* (Washington, DC: DOT, FHWA, 2008), http://www.ops.fhwa.dot.gov/publications/fhwahop09005/quick_clear_laws.pdf.

⁴Ibid.

⁵Ibid.

⁶Ibid.

⁷ DOT, FHWA, "Performance Measures," http://www.ops.fhwa.dot.gov/eto_tim_pse/preparedness/tim/pm.htm.

⁸ For more information on the program or to contact the lead person in a particular state, see DOT, FHWA, "SHRP2 Solutions," https://www.fhwa.dot.gov/goshrp2/Solutions/Reliability/L12_L32A_L32B/National_Traffic_Incident_Management_Responder_Training_Program.

⁹ To find more information go to TIM Network, "About the Network," <http://timnetwork.org/about-the-network>.

¹⁰ Emergency Responder Safety Institute, Responder Safety.com website, <http://www.responder-safety.com>.



Is your agency addressing traffic safety issues in an innovative way that could work in other jurisdictions? Contact Michael Fergus (fergus@theiacp.org) to discuss the possibility of writing a Traffic Safety Initiatives column for *Police Chief*.

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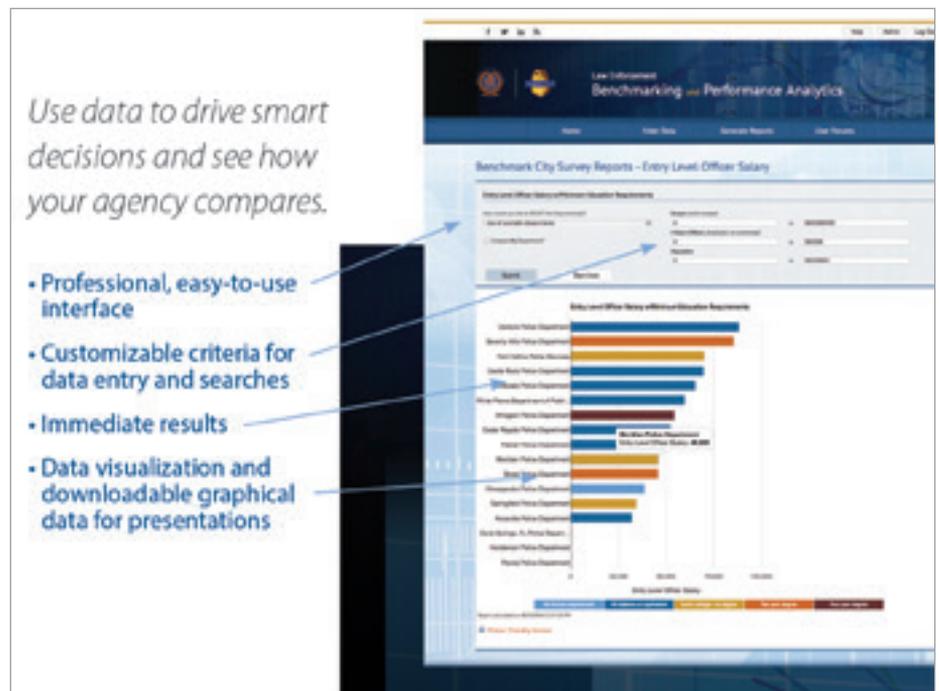
By Tracy Phillips, Program Manager, IACP

The law enforcement profession abounds with data and metrics—crime and clearance rates, staffing ratios, training hours, salary levels, and so forth. Humans have a natural desire to gauge performance, which is often accomplished by comparing performance, data, or accomplishments with those of their peers. Law enforcement leaders are no different—chiefs want to know how their agencies are doing relative to other agencies. Understanding the various approaches other agencies employ to handle contemporary issues can inform or validate a current or proposed course of action. Such insights and comparisons are helpful from a management perspective in a variety of situations, including during budget preparations, when advocating for agency needs before governing officials, and when communicating with the public and the media. In fact, much of the value of IACP membership lies in the opportunities provided by the association to network, receive peer-to-peer support, and share promising practices.

Certainly, data, when analyzed and translated into knowledge and insights, can drive better, more informed decision-making. With this in mind, the IACP and IACP Net, with support from the U.S. Department of Justice, Office of Community Oriented Policing Services (COPS Office), created a new resource for comparative analytics: the Law Enforcement Benchmarking and Performance Analytics Portal.

Introduced at the 2016 IACP Annual Conference in San Diego, California, the benchmarking platform has quickly become a key tool for helping agencies and their leaders identify, connect with, and learn from their peers. Nearly 200 agencies have registered to use the system, which is available at www.theIACP.org/benchmarking. Dozens completed the online data collection form in 2015, 2016, or both.

Agencies are asked to input data in a variety of categories, including agency and community demographics; assignments; budgeting; staffing; crime and arrest rates; workload; salaries; officer safety; and “hot topics,” like use of force, body-worn cameras, and civilian complaint boards. The reporting feature allows users to see a graphic visualization of where their agency stands relative to similarly sized agencies. For agency officials thinking of starting a new program or adding



new specialized staff, the benchmarking portal can help them identify and connect with agencies that have already gone through similar scenarios. Chief Tony Pustizzi of the Coral Springs, Florida, Police Department and chair of the Benchmark Cities Group commented,

While the data requirement is intense, requiring answers to a large number of detailed questions, the output is valuable. Being able to immediately see where your agency stands relative to other agencies of

comparable size is a powerful and informative tool.¹

Access to the Law Enforcement Benchmarking and Performance Analytics Portal is free, but limited to law enforcement agency representatives. To register, an agency official can send an email request to benchmarking@theiacp.org. (IACP members should include their member number.) Data contributed by participating agencies are secure and accessible only to other registered users of the system.

For agency officials thinking of starting a new program or adding new specialized staff, the benchmarking portal can help them identify and connect with agencies that have already gone through similar scenarios.

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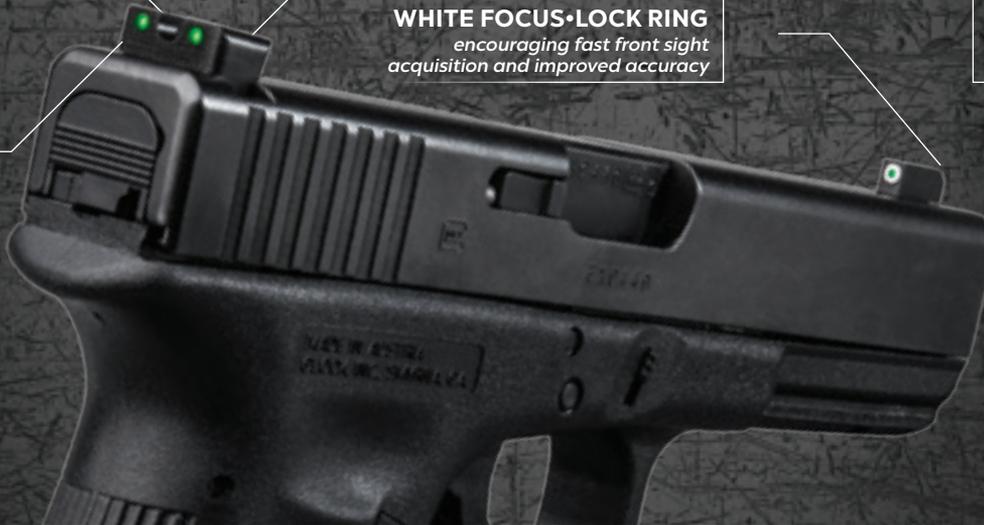
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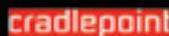
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