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As the world faces a growing opioid crisis and as drug-related legislation, particularly with reference to marijuana, continues to change, law enforcement is challenged to handle these complex issues in ways that prevent crime, protect their communities, and preserve public safety while also helping those experiencing substance use disorders.

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Combating Complex Drug Issues Requires a Collaborative, Multifaceted Approach

I would venture to guess that most of us know someone with a substance abuse disorder. As law enforcement officers, we watch this tragedy unfold far too often. Drug trafficking and drug abuse have always posed a challenge for law enforcement agencies and the communities they serve. We have all repeatedly borne witness to the human toll that drug abuse has taken on our society. However, we are now in the midst of an opioid abuse crisis. According to the Centers for Disease Control and Prevention, drug poisoning killed roughly 64,000 people in the United States alone in 2016. That is more fatalities in a single year than the highest recorded numbers of annual deaths from firearms violence, HIV infections, or even motor vehicle crashes.¹

The widespread addiction to prescription opiates has spurred massive increases in the trafficking and consumption of illegal narcotics. We have also witnessed an increase in the use of fentanyl, which is highly attractive to drug traffickers. The attraction to fentanyl is that it is about 40 times more potent than heroin, which means a trafficker needs to put less of it into a bag for a customer. However, the potency of fentanyl also significantly increases the risk of a user's overdose and death. The potency of fentanyl poses a substantial risk not only to drug users but also to officers and community members who may inadvertently come into contact with the drug.

In addition to the opioid epidemic, the decriminalization of marijuana by many U.S. states has caused a new set of challenges for law enforcement. Recreational marijuana possession and use is permitted in Alaska, California, Colorado, Maine, Massachusetts, Nevada, Oregon, Vermont, Washington, and the District of Columbia with few, if any, restrictions.²

The "Cole Memo" released in 2013 by Deputy U.S. Attorney General Jim Cole instructed U.S. attorneys to lessen their focus on investigating and prosecuting crimes involving marijuana unless criteria were met that enhanced the level of seriousness. This federal policy sent a message to our communities that marijuana use was no longer a concern or priority. It's not difficult to imagine why such a directive could be problematic and send the wrong message to marijuana users, sellers, and our youth.

As law enforcement officials, we remain the first line of defense between our communities and the destructive effects of the drug trade and substance abuse. Therefore, the IACP released a statement in January 2018 in full support of

Attorney General Jeff Sessions' announcement that the U.S. Department of Justice would be rescinding the Cole Memo.³ We encourage Attorney General Sessions to move now to address the violations of federal law that are occurring in states where marijuana has been decriminalized and made available for retail sales.

Contrary to popular belief, marijuana is not a harmless drug. Studies show that since decriminalization laws were passed, rates of driving under the influence of drugs (DUID) in those states have increased significantly. For example, in Washington, the number of DUID arrests for drivers impaired by marijuana shot from 19.4 percent to 33 percent between 2010 and 2017.⁴ In Colorado, the number of drivers who tested positive for marijuana use increased by 145 percent between 2013 and 2016, as compared with a 17 percent increase in driving under the influence of alcohol during a similar time frame. Notice how this stark increase corresponds temporally with the passing and implementation of Colorado Amendment 64.⁵

The prevalence of "high" drivers translates to individuals experiencing drowsiness, disorientation, reduced reaction time, distorted distance estimation, and more, all while operating a vehicle on the same roads as your families. While we

may assume these effects are temporary, a study published in 2013 concluded that, for chronic marijuana users, even three weeks of abstinence were not sufficient to erase the cognitive deficits that lead to impaired driving.⁶

The effects of driving while under the influence of any substance can be catastrophic. One study that focused on drivers seriously injured in motor vehicle accidents found that a shocking 51 percent tested positive for drugs. Marijuana was more than twice as prevalent than any other drug, with 27 percent of drug-positive drivers having tested positive for that particular drug.⁷

There is no easy fix for these issues, and law enforcement alone is not the solution. The tactic must be a three-pronged approach—prevention (education), enforcement, and treatment. Without all three of these equally important measures, we won't make positive strides.

Enforcement is certainly an important element in combating drug abuse—arresting drug sellers off the streets to end the vicious cycle—but enforcement is not the only answer. We know we cannot arrest our way out of this complicated problem.

We need to educate the public, both in schools and the public at large, about the dangers of these drugs. Part of that education campaign must be geared towards family, friends, and colleagues who might notice someone with a substance use disorder but are uncertain as to how to address it.

Addiction is a disease that requires treatment. The problem with treatment is that some individuals with substance abuse disorders don't have access to or the knowledge of treatment centers. That is where law enforcement can come into play—by creating effective partnerships, we can guide these individuals into appropriate treatment facilities.

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 their seeking treatment. So, when we use naloxone to revive someone, law enforcement officers have the opportunity to encourage treatment and even help the addict secure a bed in a treatment facility.

Sadly, it's not always as easy as providing counseling and helping an addict get into treatment. There are many who already have access



*Louis M. Dekmar, Chief of Police,
LaGrange, Georgia,
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(continued on page 10)



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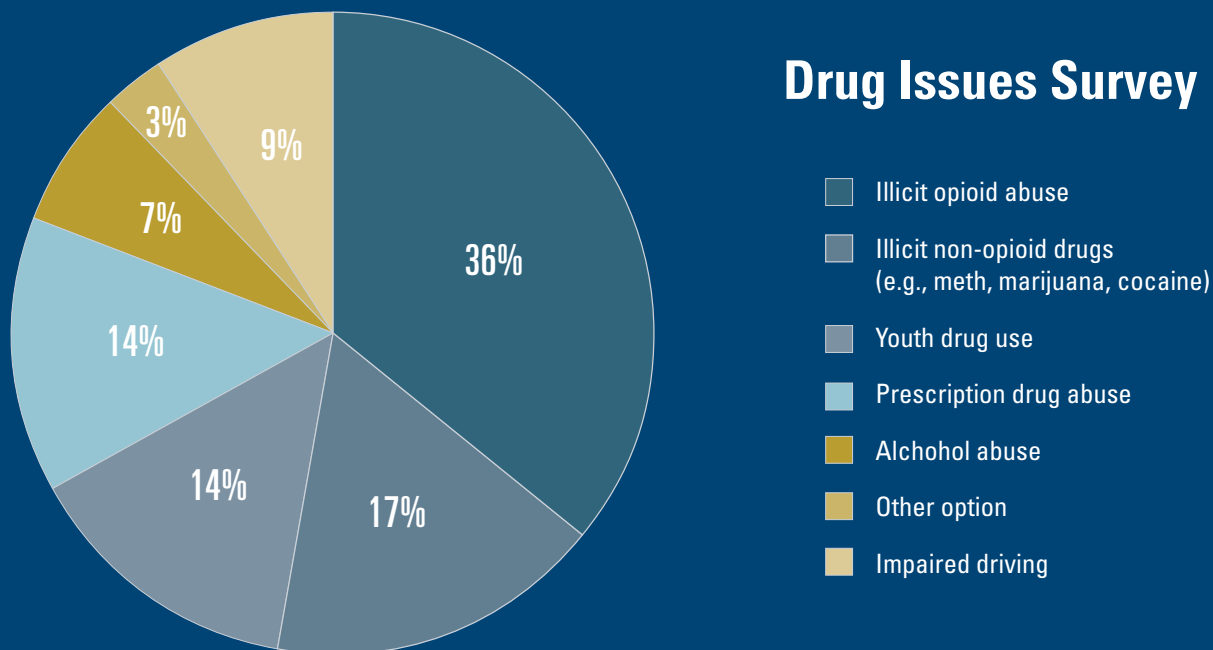


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Police Chief knows that many of the best ideas and insights come from IACP members who serve their communities every day. The Dispatch is an opportunity for members and other readers to share their wisdom, thoughts, and input on policing and the magazine.

MEMBERS SPEAK OUT

In January, *Police Chief* asked our readers to identify the greatest drug-related challenges in their communities. Here is what you told us.



“Regardless of the drug, about 50 to 70 percent of the time, the abuser relates they started off on prescription meds and their dependency problem escalated from there.”

—Jaime Lucero, Sergeant
Denver Police Department, Colorado

“We are a state university sworn police department. Our issue on campus and in our residence halls continues to be the use of marijuana.”

—Name withheld
Illinois

YOUR TURN



How does your agency include families in officer safety and wellness initiatives?

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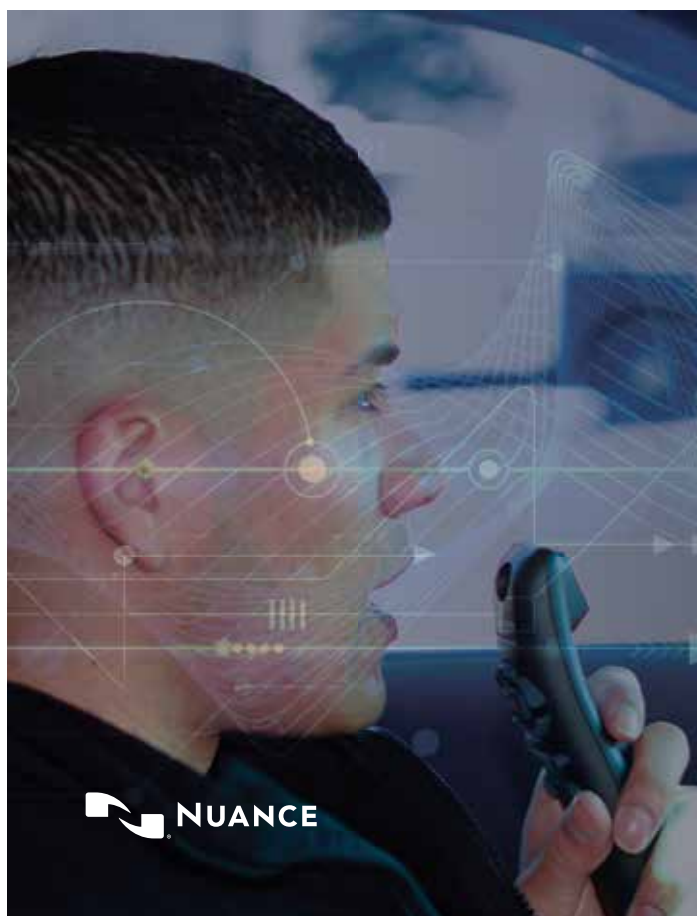
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IACP IS HOLDING A PHOTOGRAPHY CONTEST!

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* Nuance Dragon 2018 Role of Technology in Law Enforcement Paperwork Report

U.S. President Proposes Fiscal Year 2019 Budget

By Sarah Guy, Senior Advisor, IACP

On February 12, 2018, U.S. President Donald Trump unveiled a proposed budget of \$4.4 trillion for federal fiscal year (FY) 2019, which begins on October 1, 2018.

The president's proposed FY 2019 budget illustrates financial support for many of the top policy priorities of the administration, such as combating illegal immigration, reducing violent crime, and improving responses to the opioid epidemic. Of interest to U.S. law enforcement officers and agencies are the budgets allotted to the Department of Homeland Security (DHS) and the Department of Justice (DOJ), as the operating budgets of these two agencies affect law enforcement agencies on the federal, state, and local levels.

In the president's budget, DHS is provided with \$46 billion in discretionary appropriations. This is a \$3.4 billion or 8 percent increase from the 2017 enacted level. The DHS budget outlines policy priorities including immigration enforcement, improvements in national cybersecurity, construction of a border wall, and disaster response preparation. Specifically, in support of law enforcement, the DHS budget provides \$782 million to hire 2,750 additional law enforcement officers and agents at U.S. Customs and Border Protection (CBP) and U.S. Immigration and Customs Enforcement (ICE). The budget proposal also requests \$349.4 million for the State Homeland Security Grant Program (SHSGP) and \$448.8 million for the Urban Area Security Initiative (UASI).

Additionally, the president's proposed budget provides \$28 billion for DOJ in FY 19, which is \$345 million or 1.2 percent below the 2017 enacted level. The DOJ budget includes the following allotments:

- \$333 million for the Byrne Justice Administration Grants Program
- \$103 million for state and local funding for opioid-related programs
- \$22.5 million for the Bulletproof Vest Partnership Program
- \$99 million for the COPS Hiring Program (a significant drop from the \$187 million that was appropriated for the program in FY 2017)

- \$70 million for the Violent Gang and Gun Crime Reduction/Project Safe Neighborhoods (PSN) Program
- \$22.5 million for the Body-Worn Camera Program
- \$105 million for the Debbie Smith Act and DNA backlogs
- \$486 million in grants to support of violence against women programs, including \$215 million for the Services, Training, Officers, and Prosecutors (STOP) Grant Program.
- \$61 million for National Instant Criminal Background Check System (NICS) state upgrades
- \$2.2 billion in discretionary funds for the Drug Enforcement Agency (DEA), including \$41 million more than is currently provided, to go toward responses to the opioid crisis
- \$14.2 billion to support federal law enforcement agencies (e.g., FBI, ATF, U.S. Marshals Service, and Organized Crime & Drug Enforcement Task Forces)
- Increases in the set-aside for support of the Office of Justice Programs to promote the development of evidence-based research, evaluation, and statistics

The president's budget proposal begins the nearly yearlong U.S. federal budget process. In addition, the U.S. House and Senate will each develop FY 2019 appropriations bills, some version of which will ultimately receive the president's signature.

Moving forward, we will continue to provide updates on the budget process. An important piece of this process is for elected officials to hear from their constituents about how important DOJ and DHS funding is for state and local law enforcement. Should you have the opportunity to contact your members of Congress, it is critically important to explain to them how funding reductions will have a negative impact on the ability of your law enforcement agency to operate and on public safety within your community. ♦

President's Message (continued from page 6)

to treatment or a strong support system that is trying to help them, but they resist it. That's because there is a behavioral aspect to substance abuse, and that's another area where the police can be effective.

Sometimes, we can bring leverage to the situation by charging a person with a substance use disorder with a crime, with the understanding that if they seek treatment, those charges will be dropped. In some states, a person with a substance use disorder can be committed for treatment against his or her will. Some police departments proactively reach out to those with substance use disorders when the drug use is discovered or as a follow-up to an overdose. Law enforcement can be helpful in these situations because they carry some leverage and because they interact with people with substance use disorders almost daily.

Again, if we want to make progress with drug issues, we must ensure a combination of prevention, enforcement, and treatment. Law enforcement, health providers, and elected officials must be in lockstep, working together to ensure we get drugs off the street and the people who need help receive the treatment they require. We did not get into this crisis overnight, and we will not solve it in a day. It will require all elements of our society to remain committed to fighting the scourge of drugs in our communities. It will, no doubt, be difficult. However, I am confident that we can prevail if there is effective partnership and engagement among the legislative, community, and law enforcement stakeholders. ♦

Notes:

¹Josh Katz, "Drug Deaths in American Are Rising Faster Than Ever," *New York Times*, June 5, 2017.

²Melia Robinson, Jeremy Berke, and Skye Gould, "This Map Shows Every State That Has Legalized Marijuana," *Business Insider*, January 23, 2018.

³Statement by the IACP on the U.S. Department of Justice Decision to Rescind the Cole Memo," *Official Blog of the International Association of Chiefs of Police* (blog), January 4, 2018.

⁴THC Involvement in Washington DUID Cases (data released by Dr. Fiona Couper, Washington State Patrol Laboratory Director, June 6, 2017).

⁵David Migoya, "Exclusive: Traffic Fatalities Linked to Marijuana Are Up Sharply in Colorado. Is Legalization to Blame?" *Denver Post*, August 25, 2017.

⁶Wendy M. Bosker et al., "Psychomotor Function in Chronic Daily Cannabis Smokers During Sustained Abstinence," *PLOS One* 8, no. 1 (January 2013).

⁷J. Michael Walsh et al., "Drug and Alcohol Use among Drivers Admitted to a Level-1 Trauma Center," *Accident Analysis and Prevention* 37, no. 5 (September 2005): 894-901.

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Regional Peer Support Makes a Difference

By Polly Olson, Captain, and John Wallschlaeger, Sergeant (Ret.), Appleton, Wisconsin, Police Department

Who has found themselves behind a strip mall parked car-to-car with a shift partner? Almost every officer has had this experience. For years, this scenario was what constituted “peer support.” It was thought to be enough to allow officers to vent and move on. However, today’s version of peer support is so much more.

A study conducted over an eight-year period (2008–2016) by Badge for Life shows that the rate of suicide in 2008 for law enforcement was 17 per 100,000 officers.¹ This compares to a rate of 11 per 100,000 members of the general public in the same year. The rate per 100,000 has improved since 2008, but, as a profession, law enforcement can still do better.

What impact does a peer’s suicide have on an officer? How about the impacted officer’s family, agency, or community? According to a report released in 2015 by the Survivors of Suicide Task Force through the Action Alliance for Suicide Prevention, the average suicide impacts 115 people. Of those 115 people, on average, 25 felt that they were impacted to a high degree, and 11 of those 25 reported that the loss had a devastating effect on their lives.² How many suicide calls have most officers been exposed to? What is the cumulative effect of being exposed to so many suicides in a month, a year, or over the course a career?

For nearly all agencies across the United States, the number one cost that an agency must manage is payroll and benefits. One agency in the U.S. Midwest reported that combined payroll and benefits total 94 percent of their total budgeted expenses in a year. In the first year alone, after academy and field training, an agency could have invested between \$100,000 and \$150,000 in a new officer. Over the course of an officer’s career, agencies may spend an average of \$2 million on that single officer. With this in mind, the tragic cost of losing an officer is not only devastating to the survivors; it is also very taxing on an agency’s finances. The Centers for Disease Control and Prevention estimates that the cost of suicide and the resulting lost productivity, absenteeism, and job retention is \$56.9 billion annually, or roughly \$1,287,534 per suicide.³ Ask any agency how long it took for the agency to return to “normal”—often, the response is “never.”

What are officers and agencies doing to protect their peers and most valued assets? If there isn’t an answer that comes to mind immediately, it’s likely they are not doing enough. A structured

peer support program can be a great place to start providing more support and benefits to an agency’s employees. There are many ways to go about establishing such a program; it doesn’t have to be complicated or expensive, and there is no need to reinvent the wheel. Studies show structured peer support works.⁴ In 2016, the law enforcement suicide rate in the United States dropped to 12 per 100,000, in part due to a shift in cultural perceptions of mental health within law enforcement and the growth of structured peer support. Across the United States, post-traumatic stress disorder and disabling stress are being recognized as work related; Maine passed a law to this effect in 2017, and other states are following similar leads.⁵ In 2016, the province of Ontario, Canada, also passed a related law that applies to all first responders.⁶



Peer Support Program Case Study: Outagamie County, Wisconsin

All that it takes to start up a peer support program is a group of determined officers with the blessing of an agency’s executives—that was the experience of law enforcement in Outagamie County, Wisconsin. While the program wasn’t born overnight, officers banded together, turned to their county police chiefs’ group, and said, “Why not?”

From there, the process was straightforward. Recognizing that there is strength and respect in numbers, key officers from several of the 13 agencies located in the county met as a group, formed a steering committee, and made a plan. They devised an operating structure—both abbreviated and detailed versions—including policies and procedures. They also created the forms they would need to make the group

work, such as a trifold handout explaining what the program is and does, a confidentiality agreement for all participating peers to sign, sample endorsements for the chiefs of the various agencies to send out to their personnel, a two-day training outline for the “peer supporters,” a referral process for those interested in becoming a trained peer supporter, interview questions for the screening process, and a report process to anonymously record the efforts and benefits of the program.

These materials were taken to the county chiefs group for approval. Naturally, a few of the administrators were skeptical, and the team was asked to do the research needed to answer some follow-up questions and return. Their commitment to their peers persevered, and the team returned prepared to gain approval. In addition to the new information, they also brought with them another police chief who already had a similarly structured peer support group in place in his county, who was able to help generate support. In the end, the visiting chief asked, simply, “If this isn’t our responsibility then whose is it? Who is responsible for caring for our officers?” With his support and the new information, the county chiefs agreed to approve and support the peer support effort.

Over the next year, the program’s steering committee met and finalized the paperwork, agency endorsements, agency manuals, and a peer training outline. The mandatory two-day training for peer supporters was scheduled—a location large enough to accommodate the group was secured and presenters were arranged for. In addition to 29 peer supporters from seven different agencies within Outagamie County, representatives from three nearby counties were in attendance. Most agencies contributed a few dollars to cover the cost of the training, and economizing allowed for refreshments and lunch to be provided.

Following the inaugural training, in October 2014, the Outagamie County Peer Support Team became operational. The success of the county’s officers’ efforts to organize their own structured peer support for nearly 600 law enforcement personnel was recognized by the National Law Enforcement Memorial Organization as a 2016 Law Enforcement Wellness finalist.⁷

Since the program began, 68 percent of the peer support contacts have been self-referrals, and 17 percent were initiated by a peer supporter.

Nearly 43 percent of the contacts were for work-related stress, followed by family stress, loss of a loved one, and substance abuse. Nearly half of the cases called for periodic follow-up by the trained peer supporter, while about 8 percent were connected with professional services.⁸ The rest of the cases required no further action following the original engagement with peer support. No notes were made during any of the interactions and the interactions remained 100 percent confidential. Through this program, officers at Outagamie County are learning to turn to people they can trust and who are trained to help them before they succumb to a crisis. What more could one ask for from a peer support program than building trust and potentially saving lives? ♦

Notes:

¹Badge of Life, "A Study of Police Suicide in 2008-2016," <http://www.policesuicidestudy.com>.

²Survivors of Suicide Task Force, *Responding to Grief, Trauma, and Distress After a Suicide: U.S. National Guidelines* (The National Action Alliance for Suicide Prevention, April 2015), 8, <http://actionallianceforsuicideprevention.org/sites/actionallianceforsuicideprevention.org/files/NationalGuidelines.pdf>.

³Centers for Disease Control and Prevention, "Suicide: Consequences," February 2017, <https://www.cdc.gov/violenceprevention/suicide/consequences.html>.

⁴Mental Health Foundation, "Peer Support," <https://www.mentalhealth.org.uk/a-to-z/p/peer-support>.

⁵"Maine Law to Help Responders with PTSD," *Fosters.com*, July 27, 2017, <http://www.fosters.com/news/20170727/maine-law-to-help-responders-with-ptsd>; An Act To Support Law Enforcement Officers and First Responders Diagnosed with Post-traumatic Stress Disorder, Maine Pub. L. 294, §2.39 (2017).

⁶"Ontario Decides to Give First Responders Workplace Insurance Coverage for PTSD," *CBC*, April 5, 2016, <http://www.cbc.ca/news/canada/toronto/ontario-ptsd-workplace-insurance-1.3521534>.

⁷National Law Enforcement Officers Memorial Fund, "2016 Officer Wellness Finalist," <http://www.nleomf.org/programs/destination-zero/award-finalist-submissions/officer-wellness-finalists/officer-wellness-finalist-2016-wi.html>.

⁸Outagamie County, Wisconsin, internal records.

Captain **Polly Olson** has been with the Appleton Police Department for 17 years and is a captain in the Patrol Division. She serves as the coordinator for the Outagamie County Peer Support Team. She also is an adjunct instructor for Fox Valley Technical College.

Sergeant **John Wallschlaeger** (ret.) of the Appleton Police Department retired in 2015 and remains active in coordinating Memphis Model CIT Training in northeast Wisconsin through his company, Gold Stripe Consulting. He also continues to serve an active role on the Outagamie County Peer Support Team. Mr. Wallschlaeger is currently serving in a non-sworn capacity as a public information officer for the Menasha, Wisconsin, Police Department and is a member of the CIT International Board of Directors. He can be reached at jtally@hughes.net.

For more information, contact Captain Polly Olson at the Appleton Police Department: polly.olson@appleton.org.

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Research in Brief: Assessing the Effectiveness of Automatic License Plate Readers

By Jason Potts, Lieutenant, City of Vallejo, California, Police Department

Although the evidence-based policing movement has gained traction, many of the policies and practices U.S. law enforcement employ are still based on dogma and tradition, rather than research. As a result, there are efforts under way to promote the use of research to make jurisdictions more effective, more efficient, and safer.

In this line of thinking, the Vallejo Police Department (VPD) in California sought to discover whether automatic license plate reader (ALPR) technology would help improve motor vehicle theft detection. In partnership with a nonprofit research organization, BetaGov, VPD conducted a randomized control trial (RCT) study that provided empirical evidence showing that ALPR technology effectively identifies stolen cars and individuals linked to auto theft crimes. This trial provided invaluable information to inform the VPD's approach to motor theft. It also showed a few of the cynics that an RCT design could be conducted successfully and result in applicable, relevant findings.

The United States presents a challenging environment for police research. With 18,000 distinct police departments, police practices often go untested despite the enormous cost of inefficient and even harmful operations.¹ Further exacerbating the issue, many departments have fewer than 10 officers and significant resource constraints.² Given huge variations in the size, resources, training, and culture of these agencies, many policing practices are based on traditions and anecdotal experience—not on data or research.

VPD's partnership with a research organization mitigates this limitation by providing practitioners with a roadmap to run trials that are relevant and useful to their departments.³ With policing research, the challenge is often transferability: what might work in one jurisdiction might not work in another—for a program to be effective, it must be tested within an agency's specific staff, demographics, environment, and culture.⁴

RCTs are the gold standard of research.⁵ They allow police departments to isolate the causal effect of an intervention by comparing the outcomes of an intervention group with a control group.⁶ With this approach, agencies can discover whether an intervention is working as intended, has no effect, or is doing harm.⁷ The VPD used this design to determine whether ALPR technology was effective in its jurisdiction and working as intended.

Trial and Results

Vallejo's study involved randomizing patrol cars equipped with ALPR technology. Officers selected cars based on seniority and were blinded to the study condition. The vehicles were randomly assigned to have ALPR



alerts "activated" (ALPR alert function on). The control condition had their alerts "deactivated" (ALPR alert function off). The randomization schedule was set to a 2:1 ratio of intervention (alert on) to control (alert off).

Analysis of trial data found that police cars equipped with ALPR technology showed a 140 percent greater ability to detect stolen cars. However, further analysis showed the technology also identified many more lost or stolen plates—as many as four times more—many of which were duplicates that may have desensitized officers to legitimate hits. Fixed ALPR (stationary units) were found to be more efficient than mobile ALPR in making arrests, as officers tended to sit downstream of fixed locations waiting for hits, resulting in more custody arrests. The control data also showed that 35 percent of all hits were misreads for the mobile readers, with a similar number (37 percent) for the fixed readers. After controlling for the number of cars assigned to each condition, the department found there were significantly more hits in the ALPR intervention condition ($p < 0.05$).

Identified stolen vehicles were also more likely to yield arrests when identified by officers with more seniority, but this was only marginally significant ($p < 0.10$). A patrol car using the fixed ALPR system had substantially higher odds of identifying a stolen vehicle compared to one that did not ($p < 0.001$). When flagging stolen cars, these cases were more likely to result in an arrest ($p < 0.01$).

The study was conceived and run by the officers; it employed a randomized design; and it relied on objective records for outcomes.

Action Items

Research can and should play a part in responding to policing challenges. This research should complement—not replace—officer discretion and personal leadership. Data and science should motivate and empower police to test traditional policing methods and technology, which should be done with competent crime analysts.

Policing agencies might consider these action items when implementing research-based strategies such as RCTs:

- Employ and utilize crime analysts.
- Embrace a culture that standardizes evidence-based policing concepts in promotional testing and field training manuals.
- Celebrate successful experiments with the public to help build awareness and momentum for data-driven strategies.
- Shift from an emphasis on random patrol, rapid response, and reactive investigations to looking at data through the lens of targeting, testing, and tracking.⁸

Conclusion

There are many challenges to an evidence-based policing approach, especially when attempting an RCT. Policing deals with real lives, concerns, and consequences—it doesn't happen within a controlled laboratory environment, and it is often difficult to measure intention and meaning. Law enforcement executives also often have to contend with political pressures both externally and internally.

However, despite the challenges, the law enforcement profession must do more than make policing a "check-the-box" concept.⁹ Evidence-based policing can enhance traditions and good instincts while empowering officers to be more effective by using science and data. With limited resources, the VPD designed and implemented an easily replicable and useful study.

Other departments can do the same. The worlds of research and policing can converge if evidence-based concepts and studies are digestible, relevant, easily replicated, and compelling to the more than 750,000 state and local law enforcement officers in the United States.¹⁰ ♦

Notes:

¹Lawrence W. Sherman, "The Rise of Evidence-Based Policing: Targeting, Testing, and Tracking," *Crime and Justice* 42, no.1 (2013): 377–451.

²Christopher Stone and Jeremy Travis, "Toward a New Professionalism in Policing," *New Perspectives in Policing* (March 2011): 13, 11, <https://www.ncjrs.gov/pdffiles1/nij/232359.pdf>; Duren Banks et al., *National Sources of Law Enforcement Employment Data*, revised October 4, 2016, <https://www.bjs.gov/content/pub/pdf/nsleed.pdf>.

³Angela Hawken, "Evidence-Based Policing Panel" (presentation, American Society of Evidence-Based Policing Conference, Phoenix, AZ, May 22, 2017).

⁴Hawken, "Evidence-Based Policing Panel."

⁵Hawken, "Evidence-Based Policing Panel."

⁶Mathew Syed, *Black Box Thinking: Why Most People Never Learn from Their Mistakes—But Some Do* (New York, NY: Penguin, 2015).

⁷David Wilkinson, "What Is Correlation?" *The Oxford Review* (blog), May 22, 2017, <https://www.oxford-review.com/what-is-a-correlation>.

⁸Sherman, "The Rise of Evidence-Based Policing."

⁹Nathan Constable, "A Course of Leeches," *Nathan Constable* (blog), April 24, 2017, <https://nathanconstable.wordpress.com>.

¹⁰American Society of Evidence-Based Policing, "About ASEBP," <https://www.americansebp.com>; Banks et al., *National Sources of Law Enforcement Employment Data*.



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Avoiding a Peer Support Pitfall



By Ken Wallentine, Supervisory Special Agent, Utah Attorney General Investigation Division

Officer Verdugo had just marked his second year on the job when he fatally shot a man charging at him with a kitchen knife.¹ A few days after the shooting, while the encounter was still raw in Officer Verdugo's mind, he was invited to participate in a debriefing session facilitated by a licensed therapist (who was paid by the department). Several officers involved in the incident, a dispatcher, two officers' spouses, and peer support team members participated. The therapist informed the group their discussion was confidential and that no one could share any part of the discussion after their session concluded. During the session, officers spoke freely about their perceptions and observations of the incident, their feelings following it, and the impact the incident had on relationships. At least one spouse asked questions about what led to the shooting.

One year later, Officer Verdugo was sued in a federal civil rights complaint alleging excessive force and a host of other claims. In the ordinary course of document exchange, the plaintiff's attorneys learned about the debriefing session. A subsequent discovery request demanded any notes, recordings, or documents related to the session; an attendance log; and the therapist's billing records and contract. Despite the therapist's promise of confidentiality, Officer Verdugo was shocked to learn from his attorney that everyone in the room—including his spouse—could be required to appear at a deposition and testify about what was said during the debriefing session.

Therapist-Client Privilege

Evidentiary privileges work to protect communications where society deems confidentiality to be more valuable than requiring disclosure of the communication in a court proceeding. Common evidentiary privileges include the constitutional "privilege against self-incrimination" and protection of communications between spouses; doctor and patient; priest and penitent; and, in some cases, therapist and client. In most cases, no privilege arises if a third party who is not essential to the protected relationship is present during the communication.

In a case centered on an officer-involved shooting, the U.S. Supreme Court recognized a federal common law privilege that protects communications between a mental health therapist and a client.² Officer Redmond fatally shot Ricky Allen during a "fight in progress" when Allen brandished a butcher knife at a man he was chasing. During discovery, plaintiffs discovered records of therapy sessions for Officer Redmond. Plaintiffs subpoenaed the therapist's clinical notes for her sessions with Officer Redmond.

The U.S. Supreme Court held that the therapist's notes were protected by privilege. The court opined that protecting confidential communications between the therapist and client was appropriate because "[e]ffective psychotherapy... depends upon an atmosphere of confidence and trust in which the patient is willing to make a frank and complete disclosure of facts, emotions, memories, and fears."³ The court, noting that improved mental health of citizens is an important public good, stressed that a psychotherapist-patient privilege "serves the public interest by facilitating the provision of appropriate mental treatment for individuals suffering from the effects of a mental or emotional problem."⁴ The court continued,

*[t]he entire community may suffer if police officers are not able to receive effective counseling and treatment after traumatic incidents, either because trained officers leave the profession prematurely or because those in need of treatment remain on the job.*⁵

CISD and Peer Support Privilege

Though U.S. federal and state court rules recognize some form of psychotherapist-patient privilege, the protection of communications made during critical incident stress debriefings (CISDs) varies. A few states explicitly extend the privilege protection to communications in group sessions conducted by a licensed therapist.⁶ In other states, privilege protection may be arguably available in generally worded statutes or rules, but reliance on the rule or law may be risky.⁷

Even where a therapist-patient privilege is clearly the law, not all communications with a therapist are privileged. In *Kamper v. Gray*, a plaintiff sought an officer's mental health records after the police department sent the officer for an evaluation following an officer-involved shooting.⁸ The court ordered that the records be released to the plaintiff, reasoning that the officer could not have reasonably expected confidentiality in records he knew would be shared with his employer. This and other cases show that if the officer reasonably believes the communications with the therapist would be confidential, even if directed to meet with the therapist by the agency, the officer will likely prevail in a discovery request for mental health records.⁹

As part of their critical incident stress management (CISM) efforts, many departments have established peer support teams. Trained peer support officers can be tremendously effective; however, CISM isn't therapy. Communications with peer support team members who are not licensed therapists are rarely protected by privilege. Chiefs who want to incorporate a peer support program into the agency's wellness efforts should consult legal counsel about confidentiality and protections for peer support communications.

Lawmakers in Utah have valiantly pushed for explicit and effective communications privilege for CISD and for peer support communications. Both branches of Utah's legislature recently passed H.B. 13, which is supported by the therapy community, public safety executives, and associations.¹⁰ This law is expected to serve as a model for other states in shaping the contours of privileged communications jurisprudence applicable to public safety mental health fitness efforts.

Officer Verdugo received inaccurate information about the confidentiality of the critical incident debriefing. Whether his fellow officers will be asked to testify about what he said remains uncertain. Regardless of the outcome of that particular case, chiefs should take steps to make sure their officers don't end up in a similar situation. ❖

Chief **Ken Wallentine** is a supervisory special agent for the Utah Attorney General Investigation Division. He also serves as the senior legal advisor for Lexipol. He is the former chief of law enforcement for the Utah Attorney General, having served over three decades in public safety before a brief retirement. Chief Wallentine has served for many years as the chair of the Peace Officer Merit Commission.

Notes:

¹The officer's name has been changed.

²*Jaffee v. Redmond*, 518 U.S. 1 (1996).

³*Jaffee*, 518 U.S. at 9-10.

⁴*Jaffee*, 518 U.S. at 10.

⁵*Jaffee*, 518 U.S. at 11.

⁶The privilege may be recognized in rule, statute or judicial decision. See, e.g., Kansas Stat. Ann. § 65-5602; Colorado Rev. Stat. Ann. § 13-90-107(1)(g); Vermont R. Evidence 503(a)(6); New Jersey R. Evidence 505; New Jersey Stat. Ann. § 45:14B-28; *Farrell L. v. Superior Court*, 203 Cal. App. 3d 521, 527, 250 Cal. Rptr. 25, 29 (Ct. App. 1988). "Thus, we conclude that the communication with other participants in group therapy is reasonably necessary for the accomplishment of the purpose for which the psychotherapist was consulted and, therefore, comes within the privilege."

⁷See, e.g., *Johnson v. O'Connor ex rel. Cty. of Maricopa*, 235 Ariz. 85, 94, 327 P.3d 218, 227 (Ct. App. 2014.), as amended (June 6, 2014); Cattani, J., concurring in part, dissenting in part, expressing uncertainty of whether group therapy communications are protected under Arizona Rev. Stat. § 12-2292; Alabama R. Evid. Rule 503; Nevada Rev. Stat. § 49.209; Nebraska Neb. Rev. Stat. § 27-504; New Mexico R. Evid. Rule 11-504 each referring to extension of privilege to anyone participating in diagnosis or treatment under the direction of a licensed therapist, but without explicit direct reference to group therapy sessions.

⁸*Kamper v. Gray*, 182 F.R.D. 597, 599 (E.D. Mo. 1998); see also *Barrett v. Vojtas*, 182 F.R.D. 177, 179-80 (W.D. Pa. 1998).

⁹*James v. Harris County*, 237 F.R.D. 606, 611-12 (S.D. Tex. 2006). "The determinative factor assessing the existence of a psychotherapist-patient privilege is whether an officer had a reasonable expectation of confidentiality relating to the post-incident counseling session or evaluation." But see *Scott v. Edinburg*, 101 F. Supp.2d 1017, 1021 (N.D. Ill. 2000). Even if the officer enjoyed a psychotherapist-patient privilege, disclosure of communications to the police agency waived any privilege.

¹⁰Public Safety Peer Counsel Provisions, H.B. 13, Utah 2018 General Session (2018), <https://le.utah.gov/~2018/bills/hbillamd/HB0013.pdf>.

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LEADING A COMMUNITY SOLUTION TO A COMMUNITY PROBLEM



By Michael E. Botieri,
Chief of Police, Plymouth,
Massachusetts, Police
Department, and Scott C.
Allen, Chief of Police, East
Bridgewater, Massachusetts,
Police Department

The current opioid epidemic did not start overnight, and the situation has continued to progress significantly over the past two decades. Since the late 1990s, chiefs of police have battled this epidemic with traditional law enforcement interdiction and enforcement tactics as unacceptable numbers of people have lost their lives to unintentional opioid overdose deaths. Police officers had a front row seat to this crisis. Police have recognized that the traditional “war against drugs” is not working. As a result, the police chiefs in Plymouth County, Massachusetts, did what they do best: they adjusted, adapted, and began to problem solve.

By putting on their “community policing hats,” the police chiefs recognized that they cannot arrest their way out of this epidemic. Instead, the chiefs in Plymouth County have implemented a progressive, innovative collaborative outreach initiative, with the aim of helping save the lives of those with substance use disorders (SUDs). In addition, the local chiefs have been educating their communities about the opioid crisis in an effort to prevent another generation from suffering catastrophic deaths due to this epidemic.

Where does a chief seeking to implement a community-based, proactive collaborative approach to reduce the number of fatal and nonfatal overdoses start?

- » Understand that addiction to opioids is a disease and learn to use the term “substance use disorder.”
- » Use your leadership role in your community to partner with as many key stakeholders as can be identified, prioritizing a partnership with public health and coordinating a collaborative team approach.
- » Do not view this approach as “soft on crime,” but as smart policing. The traditional “war on drugs” is not working. Officers are tired of going to the same homes, transporting the same people to the hospital, and seeing death after death after death. Something new is needed.

Plymouth County's Opioid Problem

Plymouth County is located in southeastern Massachusetts, between Boston and Cape Cod. The county has over 500,000 residents and is made up of a diverse array of 27 communities, ranging from small New England towns to urban commercial areas. While the median household income in the city of Brockton is \$49,848, there are parts of the county where it increases to well above \$100,000.¹ However, opioids are affecting each and every one of the 27 communities, despite their demographic diversity.

According to the Massachusetts Department of Public Health, Plymouth County ranks in the highest category for opioid overdose death rates among all Massachusetts counties, with rates ranging from 19.6 to 24.0 deaths per 100,000 people.² With 351 municipalities in Massachusetts, 6 Plymouth County cities and towns rank in the top 10 percent of all Massachusetts municipalities in opioid deaths per capita.³

However, the Plymouth County police chiefs learned early on that overdoses were frequently occurring in communities where the survivors did not reside.

In 2016, Signature Healthcare Hospital in Brockton, Massachusetts, released emergency room data showing that 44 percent of the people overdosing in the city of Brockton were residents from the neighboring towns in the county. In Massachusetts, one of the challenges is that law enforcement does not have traditional countywide policing as many other regions do. The 28 agencies in Plymouth County, including Bridgewater State University Police, typically operate independently, focusing on their own local initiatives. There had been no cohesive communication network within either the law enforcement or the health care system to share information about overdose events. As a result, the demand was high for a more effective multijurisdictional approach.

The chiefs learned from their health care partners that the stigma associated with those who have SUDs, as well as their family members and loved ones, is so strong and powerful, it prevents many of them from accessing the treatment, recovery, and family support resources that are available.

The chiefs also learned that the first 24 hours after an overdose occurs is a critical time to offer resources or to conduct an intervention. They knew that they had to create a model that provided outreach in a more comfortable setting for overdose survivors and their loved ones.

Plymouth County is like any other county. Whether in a major city or small rural town, opioids are a major issue for any police department. There is no magic cure, and Plymouth County does not attest to having all the answers. Nonetheless, the Plymouth County model, which has developed organically over a short period of time, can

DROP-IN CENTER INITIATIVE

In November 2015, EB HOPE, started by local resident Susan Silva, the mother of a child who had SUDs, opened the area's first Drop-In Center. The town of Plymouth later opened a Drop-In Center to run during opposite weeks of EB HOPE's center, ensuring that there would be a Drop-In Center available to anyone in the county at least once per week. The Drop-In Centers host, at local churches, the region's treatment, recovery, and support services, including family support. They also offer naloxone training and disseminate naloxone to at-risk persons. The Drop-In Centers share a robust database that records critical information about all visitors, which is utilized for data analysis and evaluation. To date, these Drop-In Centers have hosted nearly 900 visitors, with more than 250 at-risk individuals receiving naloxone and more than 200 individuals with SUDs receiving referrals to treatment.

be customized and implemented to fit any community.

The Origins of the Plymouth County Outreach

In the spring of 2015, Plymouth County chiefs were inspired by both the Gloucester and Arlington, Massachusetts, police-led substance use disorder initiatives, which included Gloucester's "intake" model and Arlington's proactive "outreach" model. From the Gloucester initiative, the Police Assisted Addiction Recovery Initiative (PAARI), a nonprofit, national coalition was born. PAARI has become the leading advocate for initiatives that assist and support those suffering from the opioid crisis in the United States.

Motivated by PAARI, East Bridgewater Police, who had already partnered in 2012 with EB HOPE, a local nonprofit coalition, collaborated with the Brockton Area Opioid Awareness Prevention Collaborative (a five-community collaborative including the city of Brockton) to address the significant increase in both fatal and nonfatal overdose incidents in the region. The epidemic had been brought to the police departments' doorsteps, but no solutions to this problem were readily available to them.

Plymouth, Massachusetts, Chief of Police Michael E. Botieri and his department also saw a significant increase in opioid overdose fatalities, with 23 in 2015. By December 2015, the Plymouth Police Department partnered with the local hospital, Beth Israel Deaconess (BID), to implement a unique, proactive outreach approach. A plainclothes police officer accompanying a substance use recovery support staff member would visit the homes of recent overdose survivors within 12 to 24 hours of the overdose, offering resources and access to treatment.

Independently, in November 2015, then East Bridgewater Police Sergeant Detective

and eventual Chief of Police Scott C. Allen, a volunteer with EB HOPE, helped to create an innovative community outreach Drop-In Center. The Drop-In Center was designed to coordinate all of the region's SUD-related treatment and recovery services available to at-risk persons, as well as their loved ones. The Drop-In Center was designed to offer these services twice per month in partnership with a local church.

Also in 2015, the county's district attorney's office and sheriff's department created the Plymouth County Drug Task Force. Key stakeholders involved with the task force include law enforcement agencies, probation officers, drug courts and judges, county hospitals, public health agencies, the state legislative delegation, FBI-Boston crime analysts, faith-based communities, local prevention coalitions, K-12 educators, fire and EMS personnel, recovery coaches, treatment facilities, and local colleges and universities. The police chiefs and the Plymouth County Drug Task Force partnered with an independent researcher and evaluator, Kelley Research Associates (KRA), to develop a real-time, countywide overdose monitoring database. Chiefs Botieri and Allen were designated as law enforcement co-chairs for the task force.

Other similar initiatives began to form in different parts of the county, including Scituate's South Shore Peer Recovery Center and the city of Brockton's Champion Plan, using an intake model that became known as Plymouth County Outreach (PCO).

By the fall of 2016, the local chiefs committed to adopt one multifaceted countywide outreach model in partnership with the Plymouth County Drug Task Force. The countywide program encompassed a PCO North and a PCO South group, geographically dividing the program. This division allowed the model to be efficient in managing and supervising the countywide program on

a daily basis. Meetings were held monthly to enhance effective information sharing within this diverse collaboration and for following up on the daily overdoses and outreach visits.

PCO was developed to help those with SUDs, as well as to offer help and support to their loved ones. The approach included educating all communities about the significance of the opioid crisis, while advocating to reduce the stigma that keeps so many people in hiding.

Critical components to PCO were a complete understanding and willingness to collaborate with all identifiable community stakeholders, as well as the means to provide immediate resources to persons with SUDs. PCO started with its own data assessment with the help of task force partners. The following highlights guided the development of PCO:

- People with SUDs were most at risk for fatality following a nonfatal overdose.
- A good portion of overdose survivors were still leaving the hospital shortly after an overdose without entering treatment.
- About 40 percent of the overdoses were happening in a town other than the individual's hometown, creating a communication and resource gap.
- Stigma for those with SUDs was so strong and powerful that it prevented many of them from seeking assistance.

Establishing Open Lines of Communication

PCO recognized that all 28 police departments needed to collaborate across jurisdictional boundaries for this initiative to succeed and that they needed to establish open communication between the county's hospitals, treatment and recovery organizations, public health agencies, and law enforcement agencies. To this end, they created memorandums of understanding (MOUs) for all partners to follow. The MOUs include the following elements:

- The assignment of a police officer to participate as PCO Overdose Database Designee
- A commitment by police departments to submit real-time overdose reporting information to the county-wide overdose monitoring program
- The assignment of a police officer to participate with PCO Overdose Outreach Follow-Up Teams
- A commitment by hospitals and treatment and recovery organizations to provide trained personnel to participate on the Overdose Outreach Follow-Up Teams
- Participation on the "call list" for Overdose Outreach Teams to

utilize for placing prospective clients seeking treatment

- A commitment to attend monthly PCO regional meetings
- A pledge to sign a PCO confidentiality agreement, ensuring each member will safeguard protected information in agreement with federal and state law, rules, and regulations and the Health Insurance Portability and Accountability Act (HIPAA) of 1996

Project Outreach Overdose Follow-Ups

The medical experts recognized that the odds of success for the outreach visits were higher during a 12- to 24-hour response time after an overdose occurrence. The chiefs learned from their health care partners that many overdose survivors were in an agitated state and still recovering from a naloxone reversal while in the emergency room and, thus, were less likely to accept treatment.

The follow-up team consists of a plain-clothes police officer partnering with a recovery support staff with the goal of introducing treatment, program services, and support to the overdose survivors, as well as to their loved ones.

One of the early concerns identified in the PCO model was HIPAA compliance. After vetting by various legal counsel, including hospital attorneys, it was agreed that with the police initiating the visit, introducing their civilian outreach partner through police call records, and not requesting the information from the hospitals, there was no violation of HIPAA.

Again, with guidance and support from legal counsel, the PCO hospitals agreed to notify their police partners whether a follow-up is warranted or not. The PCO program model dispatches its outreach teams to conduct a follow-up only if the overdose survivor does not accept treatment prior to leaving the emergency room.

Importance of Data Collection and Analysis

There are at least two justifications for moving data into the front of such strategies similar to PCO: (1) Effective data systems assist with measuring the prevalence and characteristics of problems. (2) Data systems provide an ability to track the *impact* of interventions.

Data enhance the ability to know if an approach or program is "working," and, if not, why. It is imperative for law enforcement agencies to hold themselves accountable to their own program goals and objectives; lives are quite literally in the balance. Ongoing data, particularly on real-time efforts, also permit more time-sensitive surveillance of social problems. It is important to stay ahead of trends rather than being run over by them.

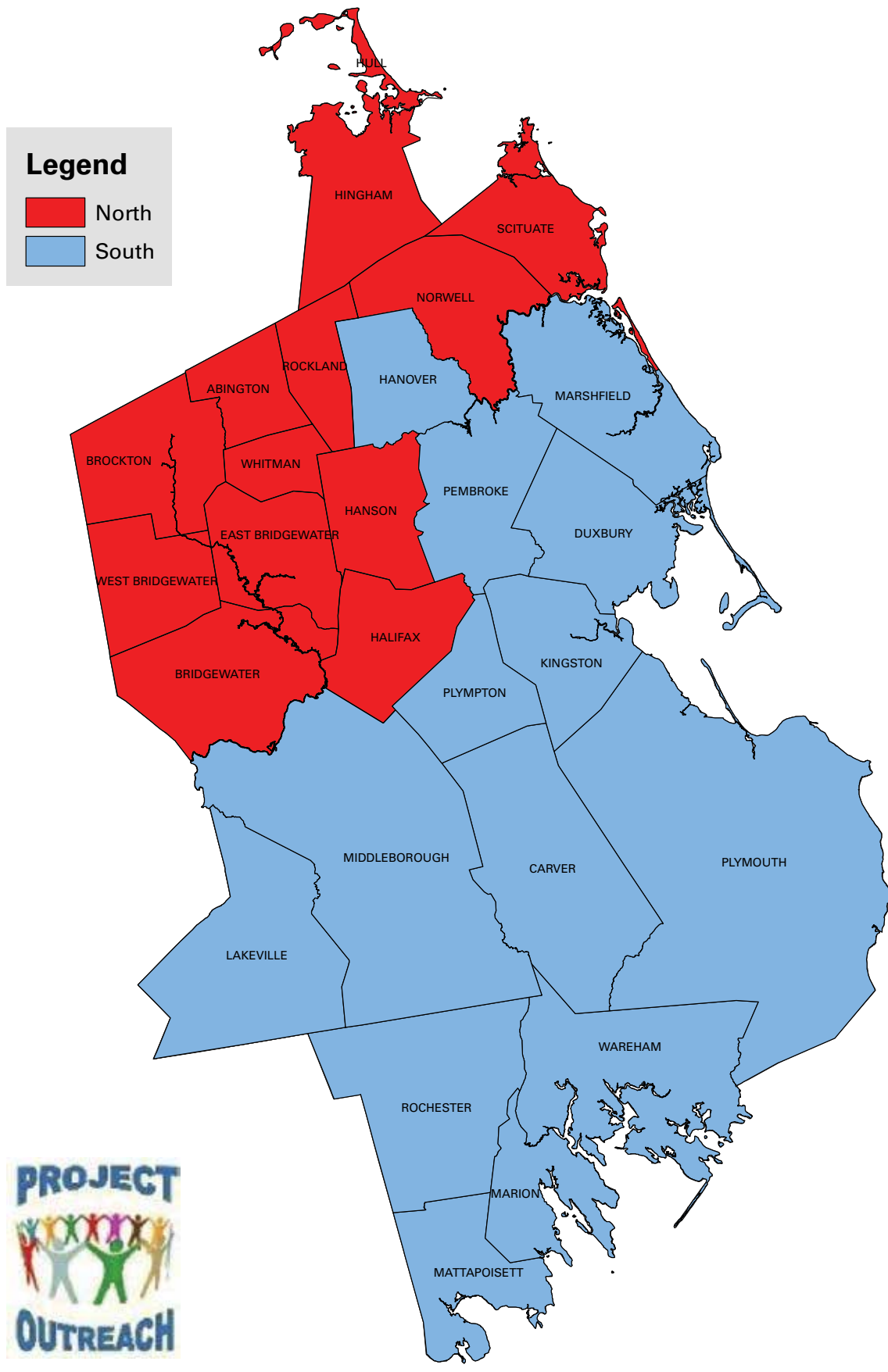
Data Collection Recommendations

Based on the Plymouth County chiefs' experiences, communities are encouraged to consider the following recommendations as they relate to data collection:

- **Plan for Data:** Agencies are encouraged to identify a potential research partner at a local university or a local research firm capable of providing technical assistance on these processes.
- **Stakeholder/Partner Buy-in:** Agencies and research partners should create a shared agreement regarding the data that *should* be collected and what *can* be collected. Collect only the data needed. Programs must have a clear sense of the purpose of all data collection and what data can be shared with whom.
- **Data-Sharing Agreements:** Data-sharing agreements are central for any multiagency collaboration. Police organizations may need to restrict sharing investigative information with non-law enforcement partners; health care professionals may have concerns about sharing unauthorized health data. These potential conflicts need to be addressed ahead of time. Agencies are encouraged to obtain legal advice from city or town counsel. Since many overdose-related projects intersect with the health care world, HIPAA concerns are often identified as a significant barrier against information sharing.⁴
- **Make Data Matter:** Programs are encouraged to regularly report information back to program partners and other stakeholders at PCO monthly meetings.

PCO considered all these factors in the development of the real-time, web-based incident management system that is utilized by all 28 police departments in Plymouth County. PCO focused on stakeholder and partner buy-in by including 12 police departments in a pilot development phase for the incident management system. Thus, buy-in was increased because the data system was a tool built by police officers with easily accessible police data in mind. The pilot team also assisted with suggesting user-friendly modifications to the incident management system, such as drop-down choice lists to limit data entry and fields that would autofill based on user credentials. PCO recognized the importance of data-sharing agreements and had every police department involved in the project appoint specific personnel to be "data designees." These personnel were trained on how to use the incident management system and are responsible for entering and maintaining the data for their town.

Figure 1: Plymouth County Outreach Program



In the end, PCO has a critical incident management tool that does the following: (1) allows participating agencies to document overdose events in real time; (2) manages and documents police follow-up visits to better help individuals with SUDs get access to services; (3) shares information across communities including a built-in cross-jurisdictional notification system; and (4) provides access to real-time reporting tools by county or by individual town.

Funding

PCO started as a commitment by the police chiefs throughout the county who leveraged their own internal resources, but funding remains a significant challenge. PCO operates without a full-time staff, leaving most of the programmatic management to the chiefs and their department designees, who already have overwhelming department responsibilities. Training and database updates are currently unfunded. The continuation and enhancement of PCO over time despite these challenges speaks volumes of the leadership within the Plymouth County police departments and their partnering agencies.

More than \$20,000 worth of naloxone units were provided to Plymouth and East Bridgewater by PAARI through an in-kind

donation. PCO also received a grant to provide additional resources through the PAARI AmeriCorps program, resulting in part-time recovery coaches and a program coordinator to support the program.

Lessons Learned

The implementation stage of an initiative is the make or break point. Moreover, organizational strategies that do ultimately get off the ground can be difficult to sustain. While the PCO initiative is still a relatively new programmatic model, the one-year anniversary in January 2018 provided an opportunity to reflect on several key lessons learned. Among the most significant lessons learned during the early months are the following:

- It's important to encourage police organizations to adopt *multijurisdictional* approaches to the opioid crisis. Preliminary PCO data support the finding that the overdose epidemic is a multijurisdictional problem. The magnitude of this issue is likely more pronounced in larger urbanized jurisdictions. In the PCO model, the community where an individual with an SUD lives takes on the responsibility for conducting post-overdose follow-up visits.

- While "data sharing" and "communication" are oft-mentioned principles of good police work, many departments find themselves in positions where there is a significant disconnect between these values and reality. Due to the acute nature of opioid overdoses and the need for timely responses, there is a need to create the data collection systems, organizational agreements, business processes, and communication systems that permit this type of community-to-community coordination.
- Early experiences have also made clear the need for full partnerships between law enforcement and nontraditional, non-law enforcement partners such as the health care and treatment communities. In reality, being able to judge effective partnerships is often elusive. It is no small understatement to say PCO never would have gotten off the ground if not for the involvement of hospital and treatment partners. Law enforcement, health care, and treatment partners agreed early on to principles of data sharing and confidentiality that effectively met the information needs of the program

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PLYMOUTH COUNTY OUTREACH CHALLENGES AND ACCOMPLISHMENTS

The chiefs in Plymouth County have learned along the way that there are obstacles and barriers to work through and around when establishing an outreach program.

CHALLENGES

- » The chiefs have been told that police-involved programs are “coercing” or “forcing” individuals with SUDs into treatment. To date, PCO’s database indicates that just 3 percent of more than 2,200 incidents recorded include a civil court commitment order. The theory of police officers forcing or coercing people into treatment is not justified or supported by the actual data.
- » The chiefs have been told that police officers should not be involved in proactive outreach. However, the chiefs have always stated that officers have a “front row” seat to this epidemic and are ready, willing, and able to collaborate with the experts on an organized, sustainable program model.
- » Without consistent funding, it is challenging to keep all 28 police jurisdictions focused on the initiative.
- » Volunteer retention is a foreseeable problem. If a chief retires, an outreach officer is promoted, or a recovery coach takes another job, the lack of consistent and adequately trained PCO volunteers can create issues. New people would need to buy in and be trained, taking more time and more money, which are limited to begin with.
- » PCO needs to be fluid to allow for the enhancement and fostering of innovative strategies, but it also needs to maintain a core mission true to its original values—police collaborating with health care agencies to help persons with SUDs get better access to treatment.
- » Grant opportunities have been presented to the chiefs, but they include caveat requests to splinter the group. PCO chiefs are committed to a regional collaborative approach.

ACCOMPLISHMENTS

- » Concerns have been raised about police outreach models leading people to not report overdoses to 911, of which the chiefs are cognizant. The Massachusetts Good Samaritan Law encourages everyone to call 911 to report all overdoses and protects those reporting an overdose and protects the survivors of an overdose from being charged for criminal drug possession offenses. To encourage the reporting of overdoses to police or EMS, all 28 Plymouth County police chiefs, the district attorney, and sheriff participated in a public service announcement (PSA) on the Good Samaritan Law, which includes information on the county’s proactive outreach model. (The PSA can be viewed at <https://vimeo.com/245209366>.)
- » PCO has hosted recovery coach academies, sponsored by the district attorney’s office, ensuring proper training of recovery coaches within the PCO program. Several police officers have completed these academies alongside the recovery coaches.
- » PCO hosted a roundtable on opioid outreach initiatives at Stonehill College on April 26, 2017, with more than 100 in attendance followed by the first-ever summit in Plymouth in July 2017 with nearly 200 in attendance.
- » PCO was one of the featured presentations at PAARI’s December 2017 inaugural National Law Enforcement Summit, hosted at Boston University’s School of Medicine and attended by more than 250 law enforcement professionals from across the United States.
- » Ethics and boundaries training has been facilitated by the chiefs and district attorney’s office for the program’s recovery coaches and volunteers.
- » Separate user agreements and waivers were created by PCO for its database designees and outreach officers. In addition, separate agreements and waivers are mandated for recovery coaches participating in PCO.
- » PCO hosts monthly meetings, which include all of the key stakeholders, with updated reports on the PCO Overdose Monitoring Program and crime analyst-led discussions of opioid trends, as well as regular updates from the district attorney and sheriff.
- » PCO profiles the great work of its team members at each monthly meeting and is preparing to implement a regular newsletter.

Any time public health or treatment experts highlight a program model deficiency within PCO, the chiefs take action and implement changes. The chiefs have always taken the position that they are not the experts—they are facilitators who collaborate with the experts with the goal of collective problem-solving through this crisis.



while protecting the legitimate privacy concerns of individuals with SUDs.

- The PCO experience showed that not all non-criminal justice partners will welcome this type of engagement by the police in what are perceived to be “non-police” matters. Some members of the public health community in Massachusetts, for example, have rejected the PCO model, arguing that police are operating outside of their area of expertise. However, it is the PCO partners’ stance that police have a front row seat to the opioid problem and must be committed to developing innovative responses. While there is a universal recognition of the limits to arrest-based strategies, it should not be seen as a need to push police to the sidelines of the response.

What Does the Future Hold?

What was sparked from an idea and leadership from a few police chiefs has now become a reality to all 28 Plymouth County chiefs. The chiefs recognize the need for program coordination and keeping all 28 departments engaged in the initiative. They understand the importance of engaging the public health sector. To this end, PCO formed a 12-person Chiefs Advisory Board. The board is active in supporting the continued expansion and development of PCO, with a recent addition—Plymouth’s director of public health.

In addition to Chiefs Allen and Botieri, the Chiefs Advisory Board, in cooperation with District Attorney Timothy Cruz and Sheriff Joseph McDonald, includes the following chiefs: David Majenski, Abington; Glenn Olsson, Hingham; John Llewellyn, Rockland; Michael Stewart, Scituate; Richard

Linehan, Brockton; Marc Duphily, Carver; Walter Sweeney, Hanover; Richard Wall, Pembroke; Joseph Perkins, Middleboro; and Kevin Walsh, Wareham.

PCO is part of a movement that has grown to more than 360 police departments across the United States. As a member of PAARI’s National Police Council, Plymouth County has shared PCO with law enforcement agencies across Massachusetts and in other states such as Michigan and New Jersey.

The mission of PCO is to save lives, and, in order to do that, police must continue to collaborate with partners who might not have traditionally been eager to work with law enforcement. Plymouth County police chiefs recognize they must change the way their departments police and, in particular, how they assist those with SUDs. They are prepared and willing to do just that. ♦

Notes:

¹U.S. Census Bureau, “Quick Facts: Plymouth County, Massachusetts,” 2016, <https://www.census.gov/quickfacts/fact/table/plymouthcountymassachusetts#viewtop>; U.S. Census Bureau, “Quick Facts: Brockton City, Massachusetts,” 2016, <https://www.census.gov/quickfacts/fact/table/brocktoncitymassachusetts/PST045216>; U.S. Census Bureau, “Quick Facts: Duxbury town, Plymouth County, Massachusetts; United States,” 2016, <https://www.census.gov/quickfacts/fact/table/duxburytownplymouthcountymassachusetts,US/PST045216>.

²Massachusetts Department of Public Health, “Number of Unintentional Opioid-Related Overdose Deaths by County, MA Residents: 2000-2015,” February 2017, <http://www.mass.gov/eohhs/docs/dph/stop-addiction/current-statistics/overdose-deaths-by-county-including-map-february-2017.pdf>.

³“Mass. Towns Hardest Hit with Overdose Deaths,” WCVB5 ABC, 41 slides, January 20, 2016, <http://www.wcvb.com/article/mass-towns-hardest-hit-with-overdose-deaths/8122758>.

⁴Department of Health and Human Services and Department of Justice, FBI, *Health Insurance Portability and Accountability Act (HIPAA) Privacy Rule: A Guide for Law Enforcement*, https://www.hhs.gov/sites/default/files/ocr/privacy/hipaa/understanding/special/emergency/final_hipaa_guide_law_enforcement.pdf.

Chief **Michael E. Botieri** leads the Plymouth, Massachusetts, Police Department. He has served as a police officer for 32 years, including 10 years as a chief of police.

Chief **Scott C. Allen** leads the East Bridgewater, Massachusetts, Police Department. He has 22 years of experience in law enforcement, including 1.5 years as a chief of police.

Patrick Nevins (Plymouth Country District Attorney’s Office), Sean Varano (Roger Williams University), and Pamela Kelley (Stonehill College) also contributed to this article.

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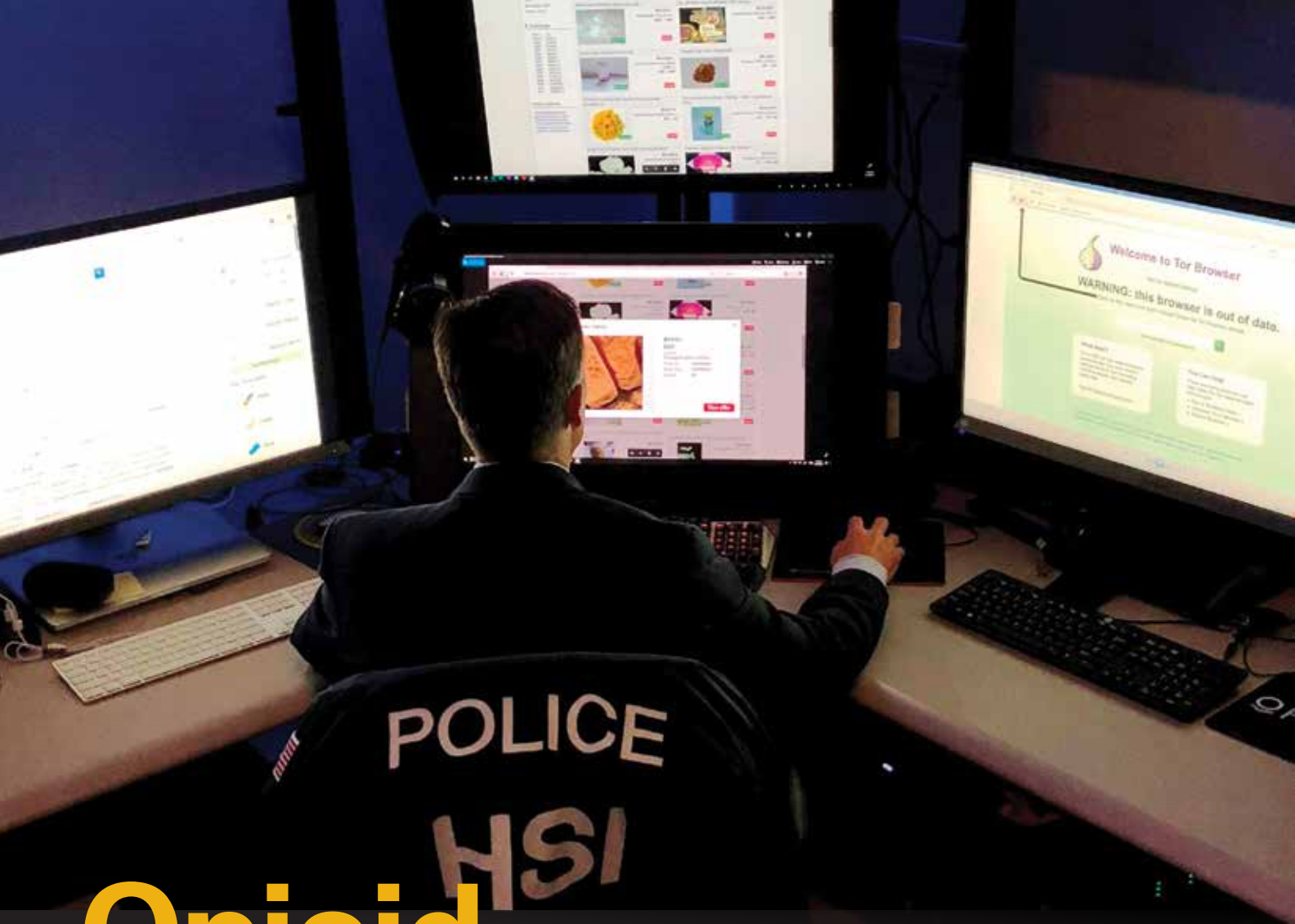
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Opioid Distribution on the

By Mike Prado, Assistant
Special Agent in Charge,
Homeland Security
Investigations, Washington,
DC, and former IACP
Visiting Fellow

DARK WEB

Since its creation, U.S. Immigration and Customs Enforcement's (ICE's) Homeland Security Investigations (HSI) has had a long-standing commitment to safeguard public safety and protect people from transnational criminal organizations that threaten communities across the United States and beyond. Nowhere is this more relevant—or being more urgently pursued—than in HSI's sustained and recently enhanced efforts to combat the opioid crisis that is gripping the United States. While the root causes of the current crisis are complex, the solution HSI has developed and implemented to help stem the tide of opioids coming into communities is relatively simple and straightforward—leverage the unique authorities and broad resources of HSI to disrupt, dismantle, and defeat the transnational criminal organizations and distribution networks responsible for the current crisis by identifying and targeting upper echelon traffickers, seizing their assets, and holding them accountable for the destruction they are responsible for. To accomplish this, HSI is determined to target these individuals and organizations wherever they are located, including within the deep recesses of cyberspace. As a result, those who traffic opioids, particularly within the dark web, are a top priority of HSI. Dangerous and often fatal substances such as fentanyl, carfentanil, and other synthetic opioids, as well as heroin and illicitly obtained prescription opioids, are increasingly being distributed online via the dark web, requiring new and innovative strategies by HSI and its law enforcement partners. These newly formed strategies have been developed, implemented, and continuously refined to maximize the probability of success and have resulted in significant accomplishments, though the challenge remains substantial.

HSI has long been successful in pursuing criminals engaged in cybercrime and cyber-enabled or cyber-facilitated crime, most notably in the realm of combating online child exploitation. However, technological advancements and increased global online access, coupled with increased opioid demand within the United States, have recently led to a rapid and exponential expansion of narcotics trafficking, particularly synthetic opioids, via the dark web. Within the past three years, HSI has observed an accelerated migration of individuals and organizations to the anonymizing platforms located within the dark web. The relative anonymity provided by the dark web has become increasingly enticing to criminals engaged in a broad spectrum of illegal activity. Due to the illicit profits available, narcotics have become the primary commodity sold via the dark web.¹ These sales occur within online black markets, also known as “hidden services” or “dark web marketplaces,” that are located deep within the dark web. These marketplaces have become increasingly accessible to even the most basic computer user via free and widely available software such as The Onion Router (Tor) and other similar and easily navigable gateways to online criminal activity. As a result, dark web usage continues to rapidly grow in popularity and has become the preferred location for many narcotics distributors and purchasers, particularly those involved in the sale and consumption of potentially fatal opioids.

Hidden services like the now-defunct Silk Road, and the more recently dismantled AlphaBay, have proliferated into an ever-increasing amount of marketplaces that now number in the dozens.² These marketplaces are user friendly, peer-to-peer based, customer service driven, and enormously profitable for both the distributors and the site administrators that oversee them. They are also increasingly attractive to the growing number of opioid-addicted customers who drive what has become a multimillion-dollar online business model. As a result of the exponential growth of hidden services dedicated to the distribution of opioids and other narcotics, the online and relatively anonymous purchase of these illicit substances has in many cases overtaken the traditional sales model of street purchases and poses a new and much more sophisticated challenge to law enforcement agencies.

While HSI has long been at the forefront of combating the illegal flow of narcotics into the United States, the enormity of the current



Opioid and Fentanyl Crisis (Source: ICE)

opioid crisis and the increasing number of fatalities caused by overdoses require a repurposed, enhanced, and unified strategy across the entirety of government at the local, state, and federal levels, along with increased international cooperation. This is particularly true regarding the synthetic opioids that are increasingly being sold on the dark web. Opioid-addicted users who purchase and consume these substances are often unprepared for their tremendous potency, resulting in significant numbers of overdose deaths. Fentanyl, a synthetic opioid, is 50 times more potent than heroin and 100 times more potent than morphine. According to Drug Enforcement Administration estimates, just one kilogram of fentanyl can produce 1 million to 1.5 million pill dosage units.³ The U.S. Centers for Disease Control has estimated that, in 2016, more than 64,000 people in the United States were killed as a result of drug overdoses, including more than 20,000 killed by overdoses of fentanyl, fentanyl analogues, or other synthetic opioids.⁴ Sadly, that number is likely to continue to rise due to increased availability of these substances via the dark web and other distribution methods being utilized by transnational criminal organizations.

HSI-Law Enforcement Collaborative Efforts to Combat Opioids

In response to this crisis, HSI's longstanding commitment and recently enhanced focus on combating opioid traffickers in cyberspace was formally reiterated during an October 2017 briefing conducted at the HSI Cyber Crimes Center in Fairfax, Virginia. During the briefing, HSI Acting Executive Associate Director Derek Benner was joined by multiple partners crucial to HSI's efforts to combat this deadly epidemic. Those who were present included Acting Director of the Office of National Drug Control Policy Richard Baum; First Assistant U.S. Attorney for the Eastern District of Virginia Tracy Doherty-McCormick; U.S. Congresswoman Barbara Comstock of Virginia; federal law enforcement officials; and local law enforcement leaders from numerous jurisdictions in Virginia and Maryland.⁵ The unified message delivered that day underscores the collaborative commitment of HSI and its partners across government to utilize any and all statutory and investigative resources available to stem the tide of opioids flooding into the United States and to hold accountable those who seek to profit from the death and destruction these dangerous substances wreak on communities across the world.

In recognition of and in response to this new challenge, HSI has developed and implemented a robust and highly successful investigative strategy that leverages its longstanding role in combating cyber-enabled and cyber-facilitated crime, coupled with its broad and unique statutory authorities.

Knowledge Sharing: The HSI Cyber Crimes Center

At the forefront of this strategy is the HSI Cyber Crimes Center (C3). The personnel at C3 are devoted to spearheading and coordinating transnational investigations that originate from the illicit trafficking of opioids within the dark web. The HSI special agents, intelligence analysts, and other personnel assigned to C3 have spent years honing and refining their skills in penetrating and navigating the dark web and routinely collaborate with HSI field personnel deployed domestically and overseas to develop innovative investigative strategies that have been crucial in piercing the perceived anonymity of users and administrators of hidden marketplaces. The expertise collaboratively developed by HSI at C3 and its field offices is now being shared with law enforcement partners at local, state, federal, and international agencies who work jointly with HSI in targeting opioid and other illicit narcotics traffickers operating online. This includes recently expanded training conducted at C3 and in the field that is now being made more widely available to HSI's law enforcement partners. By sharing with its partners its institutional knowledge of dark web investigations, particularly related to online narcotics trafficking, HSI aims to significantly intensify the pressure placed upon transnational criminal organizations by conducting increased joint and coordinated multijurisdictional investigations that can, and often do, span the globe.

Increased Access to Dark Web Investigative Data

The digital nature of these investigations requires an increased ability by law enforcement to effectively mine data in furtherance of investigations that result in prosecutable cases. The data seized during previous dark web investigations have, in many cases, been aggregated by HSI and other law enforcement agencies and are available for deconfliction and lead development. HSI's utilization and sharing of these critically important databases are crucial in deconflicting ongoing investigations and ensuring agencies are appropriately coordinating with one another as they simultaneously pursue targets both in cyberspace and in the physical world. These databases, which are available to HSI's law enforcement partners, enable investigators at all levels of law enforcement to leverage previously obtained intelligence to appropriately deconflict cases and to enhance investigations through the querying of suspect names, email addresses, physical addresses, social media handles or usernames, IP addresses, and other potentially identifying information that is routinely obtained during the course of online opioid trafficking investigations.

Enhanced Online Undercover Investigations

In addition to increased training and enhanced access to intelligence, another crucial pillar in HSI's multipronged strategy is a newly enhanced online undercover capacity that has been highly successful in penetrating online narcotics distribution networks. The concerted effort by HSI to appropriately invest resources and personnel in developing and implementing a robust online undercover capacity serves as a key component to HSI's investigation of dark web marketplaces. This expertise was utilized during HSI's collaboration with its state, federal, and international law enforcement partners in the dismantlement of dark web marketplaces like Silk Road and AlphaBay and other similar hidden services. The ability of HSI special agents and other law enforcement officers to operate in an undercover capacity has enabled law enforcement to interact with the leadership of these networks while simultaneously sowing distrust among customers of these sites that can serve as a significant deterrent to those who seek to obtain opioids online. Newly established methodology associated with dark web account takeovers of cooperating suspects, as well as the utilization of confidential informants, has also played a crucial role in the success of online narcotics trafficking investigations conducted by HSI and its law enforcement partners.

Computer Forensics Training for Agencies

In addition to developing new investigative strategies, C3 has been developing and providing training for other law enforcement agencies in the critically important area of computer forensic analysis. As narcotics traffickers increasingly migrate to digital platforms, it is more essential than ever that investigators possess the ability to utilize sound computer forensic techniques to appropriately acquire the evidence necessary to obtain convictions. With over 55,000 square feet of space, C3 houses one of the largest and most technologically advanced computer forensic laboratories in the U.S. government. The computer forensic examiners (CFEs) assigned to C3 employ the latest technologies to address some of the current challenges related to encryption. While HSI faces the same difficulties as other law enforcement agencies regarding encryption, the CFEs at C3, in conjunction with other entities, have researched and developed numerous innovative ways to increase the probability of data recovery and extraction in multiple cases that have led to significant successes across a broad spectrum of cases, including online narcotics trafficking.

Making Use of HSI's Unique Capabilities

As new cyber-related investigative strategies are being utilized to combat the growing threat of online opioid trafficking, HSI has and will continue to make full use of the long-held statutory authorities it is entrusted with and which are unique to HSI. Specifically, the customs laws that HSI is responsible for investigating and enforcing are essential in leading the fight against online opioid trafficking, particularly with regard to synthetic opioids and other narcotics, such as heroin, that originate from outside and are illicitly smuggled into the United States. While HSI special agents work diligently to pierce the anonymity of the dark web, they are also able to simultaneously utilize their customs authority to intercept packages, conduct controlled deliveries, and otherwise significantly disrupt the supply chain of opioid traffickers through more traditional narcotics investigation methods. The ability of HSI to utilize its customs authorities has made it an invaluable partner to local, state, federal, and international law enforcement partners in joint investigations. Often, a simple interception of an international package at an air mail facility or other port of entry or a street arrest of a local opioid distributor has enabled HSI and its law enforcement partners to work their way up the supply chain to the upper echelons of a trafficking network. A simple seizure of even a relatively small amount of opioids ordered from the dark web can provide a critical investigative lead or serve as the key to source development that can ultimately result in a successful transnational investigation.

At the same time, HSI can and does serve as a key bridge between its state and local law enforcement partners and federal prosecutors at U.S. attorneys offices across the United States. The ability to pursue federal prosecution is a crucial component of increasing pressure on opioid distributors and aligns with the overall strategy that HSI, the U.S. Department of Justice, and other government entities are jointly pursuing to address the current crisis.

A Truly Global Effort

In addition, the involvement of transnational criminal organizations that are primarily responsible for the opioid epidemic means that a truly global effort is required to effectively combat drug trafficking. It is well known that the vast majority of synthetic opioids like fentanyl, as well as traditional opioids like heroin, originate overseas. Continuously evolving synthetic opioid formulas are being mass produced in laboratories located in China and multiple other countries and pose a significant challenge to law enforcement in the United States and elsewhere. Fortunately, through the use of its long-established and robust international footprint, HSI possesses the ability to fully pursue investigations globally in coordination with HSI's international law enforcement partners. With personnel currently located in 70 offices in 46 different countries, the global reach of HSI is crucial to these efforts.

How HSI Assists Local and State Law Enforcement in

ONLINE OPIOID TRAFFICKING INVESTIGATIONS

- » **Training:** HSI has recently expanded online undercover and cyber investigations training and is increasing the availability of this training to its state and local law enforcement partners. Training takes place at the HSI Cyber Crimes Center (C3) in Fairfax, Virginia, or via periodic regional courses.
- » **Database Queries and Deconfliction:** HSI maintains and has access to a variety of databases containing law enforcement sensitive intelligence derived from previous dark net investigations that have taken place around the world. These data are available to assist investigators in linking current investigations to previously gathered data. HSI can also assist in deconfliction efforts to ensure investigative efforts are not being duplicated or to jointly and efficiently coordinate investigations.
- » **Financial Investigation and Blockchain Analysis:** HSI's financial investigators include highly trained and experienced special agents and intelligence analysts who can assist agencies in the tracing of cryptocurrency transactions, including blockchain analysis, that are essential in following the money in online opioid trafficking investigations.
- » **Cross-designation of Investigators as Customs Officers:** HSI has the ability, in select circumstances, to cross-designate those state or local task force officers (TFOs) assigned to HSI investigations as customs officers. Cross-designation provides the officers with the statutory authority to investigate customs violations; issue administrative summonses; and conduct border searches at land borders, seaports, and other areas legally identified as functional equivalents of the border. Cross-designation requires extensive training, provided by HSI, and a signed memorandum of understanding between HSI and the participating local law enforcement agency.
- » **State and Local Overtime:** In certain designated circumstances, agencies that assign officers or detectives to work jointly with HSI on narcotics trafficking or other investigations are eligible to receive reimbursement of overtime expenses incurred. The State and Local Overtime (SLOT) program is a highly successful mechanism routinely utilized to offset operating expenses incurred through overtime paid to officers or detectives on joint investigations and can also be utilized to offset other specific operational costs that are incurred during a joint investigation.
- » **Asset Sharing:** When applicable, agencies that conduct joint investigations with HSI are eligible to participate in HSI's Asset Forfeiture program. During the course of dark net investigations, HSI and its partner agencies routinely conduct large-scale seizures of currency, other monetary instruments (including cryptocurrencies), real property, and other assets that can be forfeited and shared between participating agencies, pursuant to all applicable guidelines.

Asset forfeiture is an essential element of comprehensive and effective law enforcement as it deprives transnational criminal organizations of their illicitly obtained assets. Accordingly, HSI brings to bear considerable authority, expertise, and resources in the area of asset forfeiture and can be utilized as a sanction in criminal, civil, and administrative investigative activities.

- » **Facilitation of Controlled Deliveries:** As a result of their unique border search and seizure authority, HSI special agents are critically important partners in the facilitation of controlled deliveries, execution of anticipatory search warrants, and undertaking of other investigative techniques that are essential in the investigation of dark net narcotics trafficking. Jointly coordinating with HSI to conduct a controlled delivery is a highly effective—and often necessary—investigative step in dark net narcotics trafficking investigations.
- » **International Relationships and Global Presence:** HSI's long-established and robust international footprint provides the ability to fully pursue investigations globally in coordination with international law enforcement partners. With personnel currently located in 70 offices in 46 different countries, the global reach of HSI is crucial to these efforts and can be leveraged by state and local law enforcement partners in joint investigations.

For further information on any of the aforementioned resources or assistance that HSI may be able to provide to your agency, please contact your nearest HSI Special Agent in Charge office. HSI presently has 26 regional offices and 184 sub-offices located across the United States, as well as over 70 offices around the world, providing expansive coverage domestically and globally. Regional contact information can be found at www.ice.gov/contact/hsi.



ICE HSI Derek Benner Briefing (Source: ICE)



Operation Hyperion (Source: ICE)

The ability of HSI to reach across borders to bring individuals to justice was apparent in two separate and first of their kind indictments issued in October 2017 that HSI and its law enforcement partners at the local, state, federal, and international levels coordinated on. The indictments, issued in the District of North Dakota, and Southern District of Mississippi, respectively, resulted in significant federal charges against two Chinese nationals and their North American-based traffickers and distributors for separate conspiracies to distribute large quantities of fentanyl, fentanyl analogues, and other opiate substances into the United States. The Chinese nationals involved were the first manufacturers and distributors of fentanyl to be designated as consolidated priority organization targets (CPOTs) and each are alleged to have been responsible for the manufacture or distribution of fentanyl and fentanyl analogues to large-scale distribution networks in the United States. The drugs they manufactured were responsible for multiple fatal overdoses.⁶ Cases like these are the product of new strategies and enhanced cooperation across all levels of law enforcement, which are essential to pursuing the transnational criminal organizations most responsible for the current crisis.

Coordinated international enforcement efforts are also key to conducting crucial disruption operations to make clear to those involved in the online sale or purchase of opioids that cyberspace is not a safe haven for their illicit activities. Coordinated international efforts such as Operation Hyperion conducted in October 2016 by HSI and its federal law enforcement partners, along with Europol and law enforcement agencies from 10 other countries, are prime examples of the cooperation required to address online narcotics trafficking. During the operation, agencies from the various countries coordinated seizure efforts, enforcement operations, and consensual field contacts with previously identified dark web marketplace customers and suspected vendors to apply pressure and place individuals and organizations on notice that they can no longer operate with impunity behind a perceived veil of anonymity. The operation created significant disruptions in global marketplaces and serves as a model of cooperation for future collaborative efforts.⁷ Operations such as these are highly successful in sowing distrust between purchasers and distributors, eroding confidence in the hidden services and serving notice to those involved in this activity that they will be held accountable for their illegal actions.

Cryptocurrency and Financial Investigations

While the global reach of HSI and increased investigative efforts have led to increased seizures of opioids and to the dismantling of numerous organizations, another key component of the strategy is to ensure that the financial incentive driving the illicit online distribution of opioids is addressed and ultimately choked off. The lifeblood of online opioid sales is cryptocurrencies such as Bitcoin and other similar anonymizing virtual currencies. Through

the concerted efforts of HSI and its law enforcement partners, the use of cryptocurrency is no longer a free license to conduct illicit activity in a wholly anonymous manner. The financial regulation of cryptocurrencies and the ability of HSI and its partners to conduct investigations involving the tracing of illicit purchases have yielded significant results and major asset seizures that have crippled various organizations and driven them to seek other methods of monetizing their activities. HSI's money laundering and financial investigation subject matter experts are now well versed in blockchain analysis and serve as critical components of the overall strategy to pursue online opioid traffickers. Pressure, in the form of aggressive financial investigations that result in significant asset and monetary seizures, will continue to be applied to ensure that the risk ultimately outweighs the perceived reward of engaging in opioid trafficking activity via the dark web.

Conclusion

The strategies and successes outlined herein both complement and support the Presidential Declaration and White House Comprehensive Opioid Response Initiative. As stated in the White House declaration in October 2017, the current crisis is a public health emergency and thus requires an appropriate response that will ultimately save lives.⁸ As such, HSI's investigative strategy has evolved to more fully address the current threat and ultimately help in significantly stemming the tide of opioid-related crime and fatalities. Greater investment in cyber-facilitated investigations conducted by HSI at C3 and throughout its domestic and international field offices, as well as substantial enhancement of online undercover capacity, increased training, greater emphasis on financial investigations, and continued international cooperation, has enabled agents to more agilely and effectively pursue opioid traffickers in cyberspace and in the streets of communities devastated by this crisis. As a result, HSI has been, and will continue to be, on the front line combating the clear and present danger of the opioid epidemic. ♦

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NEW CHALLENGES AND OLD SOLUTIONS:

Combating Drugged Driving

Driving under the influence of drugs (DUID) is having a serious impact on roadway safety as never before. In the United States, the involvement of drug-impaired drivers in automobile crashes is at an all-time high. It is estimated that U.S. roadway deaths involving drugs other than alcohol are rivaling alcohol-involved crashes and, in some states, might be surpassing them.¹

People using heroin and other related drugs often get high or take their drug of choice prior to driving, but some people use drugs while actually behind the wheel—either or both of these use patterns can lead to a drug-involved crash. Crashes and other incidents caused by drivers who overdose on drugs are becoming so common that many police officers and emergency medical service (EMS) providers are immediately administering naloxone (Narcan) to many unresponsive drivers.

As a recent example of these trends, Ohio State Highway Patrol officers and EMS responders administered 10 dosages of naloxone to a driver who crashed into a utility pole. The overdose antidotes revived the driver, who was seriously injured and later charged with DUID.² In another recent case, police officers in Decatur, Illinois, arrested a woman who was unconscious behind the wheel after she had crashed her vehicle through a hospital security gate. Officers found a syringe and baggy containing heroin in her vehicle.³ In Alberta, Canada, a driver who suffered an apparent opioid overdose while driving on a major expressway collided with nine vehicles before he stopped breathing and had to be revived with naloxone.⁴ In Kalamazoo, Michigan, a driver drove his pickup truck into a group of bicyclists, killing five people. A Michigan State Police toxicology report confirmed the presence of amphetamine, methamphetamine, hydrocodone, and Tramadol in his blood. The driver has been charged with five counts of second-degree murder.⁵ Police officers in Ohio arrested a semitruck driver who had overdosed and jackknifed in the middle of Interstate 74. Police suspected he had overdosed on heroin and revived him with naloxone. The driver was charged with operating a vehicle under the influence, failure to maintain control of his vehicle, and operation of a commercial motor vehicle while under the influence of a controlled substance.⁶

These and many other examples are making the headlines almost daily. Such incidents have quickly become an emerging issue for law enforcement, EMS providers, hospital emergency rooms, and other individuals using the roadways.

If there is any positive impaired driving news, it's that alcohol-involved driving deaths in the United States declined dramatically from 2004 to 2013, with a decrease of 23 percent.⁷ However, more recently, the numbers are starting to increase again. Meanwhile, deaths in crashes involving drugs other than alcohol also appear to be increasing. According to the National Highway Traffic Safety



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Technical Advisory Panel



Administration (NHTSA), in 2015, 21 percent of the 31,166 fatal crashes in the United States involved at least one driver who tested positive for drugs after the incident, up from 12 percent in 2005.⁸ The data reflect only the presence of drugs in a driver, not whether the drugs caused the crash, and these data are limited because not all drivers are tested for the presence of impairing drugs.

Need for Increased DUID Training

Due to the increasing number of drivers impaired by drugs other than alcohol, there is an obvious need in law enforcement for increased drug impairment recognition training. Such skills are needed because drug-impaired driving can look differently than “drunk” driving and can be more challenging to identify. One of the primary reasons for this is that the effects of drugs on driving skills vary and are dependent on a variety of factors. In 2004 (updated in 2014), NHTSA sponsored the development of the Drugs and Human Performance Fact Sheets, which describe many of the effects various drugs can have on drivers, including psychological, physiological, and psychomotor effects. Examples of effects cited in these fact sheets include drowsiness, disorientation, poor judgment, reduced reaction time, distorted distance estimation, poor concentration, limited impulse control, and hazardous driving, among others.⁹ The adverse effects are greatly increased by polysubstance use (drug-drug combinations) or drug use combined with alcohol.

Drug recognition expert (DRE) data show that many drug-impaired drivers are poly-drug users. In 2015–2016, approximately 36 percent of all DRE enforcement evaluations involved people who used multiple drugs.¹⁰ It is a well-known fact that combining alcohol and various drugs produces more pronounced impairment, which has important enforcement and policy implications. Law enforcement officers may correctly suspect drivers of being impaired by more than alcohol, but, in the absence of the necessary drug impairment detection skills, drivers with low blood alcohol concentrations who have also used drugs might go unprosecuted and their drug use unaddressed.

In addition to the increasing abuse and misuse of opiate drugs, such as heroin and fentanyl, the decriminalization and relaxed views of marijuana use in the United States have fueled roadway safety problems. Currently, 30 U.S. states and the District of Columbia permit the use of medical cannabis, and Alaska, California, Colorado, Maine, Massachusetts, Nevada, Oregon, Washington, and the District of Columbia have decriminalized recreational cannabis use. Data continue to come in regarding the effects of marijuana decriminalization on roadway safety. However, there appears to be mounting evidence that the growing trend of decriminalization is leading to an increase in impaired drivers. In Washington, DUID arrests involving tetrahydrocannabinol (THC), the chemical found in marijuana, have increased from 19.4 percent in 2010 to 33.6 percent through March 2017.¹¹

Colorado saw a 40 percent increase in the number of all drivers involved in fatal crashes between 2013 and 2016. Drivers who tested positive for alcohol in fatal crashes from 2013 to 2015 increased by 17 percent—but, by contrast, the number of drivers who tested positive for marijuana use soared by 145 percent. Throughout that time, the frequency of testing drivers for marijuana use did not change significantly.¹²

Through the first eight months of 2017, 30 percent (94 of 311) of all impaired driving arrests made by the Loveland, Colorado, Police Department were drug related, including drivers using marijuana alone and marijuana in combination with other drugs or alcohol.¹³

To address DUID enforcement and reduce impaired driving crashes, in 2017, the Loveland Police Department set a goal to train all 108 of the agency’s sworn officers in impaired driving recognition and enforcement, from the chief to the newest officer. Regardless of their assignment, all officers received the 16-hour Advanced Roadside Impaired Driving Enforcement (ARIDE) training. The reemphasis on impaired driving enforcement and the increase in

ARIDE-trained officers have resulted in a 104 percent increase in DUID arrests and a 40 percent overall increase in all impaired driving arrests during the first eight months of 2017, compared to the average for the same time period of the three previous years.¹⁴ With the strong emphasis on DUID, many arrests are even occurring during day shift patrols.

The Prevalence of Drugged Driving

There are numerous studies describing the prevalence of drugged driving and drug use by drivers. One of the most significant studies was completed by NHTSA, duplicating the 2007 National Roadside Survey (NRS). In the NHTSA 2013–2014 NRS, more than 9,000 drivers in a representative sample of 300 locations across the United States were tested for drugs and alcohol. The survey found that the use of alcohol by drivers has continued to decline, with about 1.5 percent of weekend drivers having a blood alcohol level (BAC) at or above the legal limit of .08, and 8.3 percent of drivers had a measurable amount of alcohol in their systems. The proportion of drivers during weekend nighttime hours who were at or above the legal limit of .08 BAC decreased as well, and the proportion with any measurable amount of alcohol in their systems dropped by about 77 percent. However, the proportion of nighttime weekend drivers with illegal drugs in their systems was 15.2 percent in 2013–2014, and the proportion with prescription or over-the-counter medications that could affect driving in their systems was 7.3 percent. The proportion of total drug-positive nighttime weekend drivers increased from 16.3 percent in 2007 to 20 percent in 2013–2014, a significant increase. The drug showing the greatest increase from 2007 to 2013–2014 was tetrahydrocannabinol (THC)—the primary psychoactive ingredient in marijuana. The percentage of THC-positive drivers increased from 8.6 percent in 2007 to 12.6 percent in 2013–2014, a proportional increase of 48 percent.¹⁵

Drug and Alcohol Involvement in DUID Arrests and Motor Vehicle Crashes

A significant number of drivers involved in motor vehicle crashes test positive for drugs and alcohol. A study of seriously injured drivers treated at a U.S. level-one trauma center showed that 51 percent tested positive for drugs; about a third of drug-positive drivers also

tested positive for alcohol. Marijuana was the most prevalent drug among drivers at 27 percent, followed by cocaine at 12 percent.¹⁶

U.S. data on injuries and deaths caused by motor vehicle crashes from the Fatality Analysis Reporting System (FARS) show drug use among drivers is increasing. In 2009, FARS reported one-third of all drivers tested for drug use returned positive results for at least one drug.¹⁷

Some state-based studies of fatally injured drivers indicate more dramatic findings. A study of 370 fatally injured drivers in Washington showed that 39 percent tested drug positive, including 14 percent for depressants, 13 percent for cannabinoids, 10 percent for stimulants, and 3 percent for narcotic analgesics.¹⁸

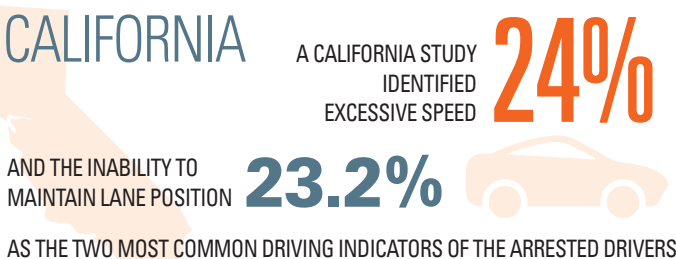
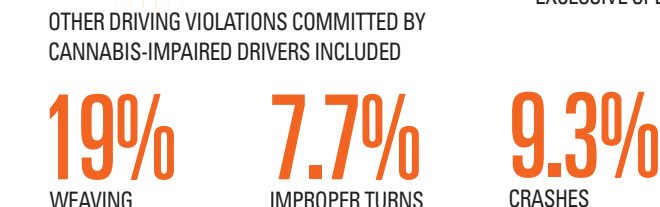
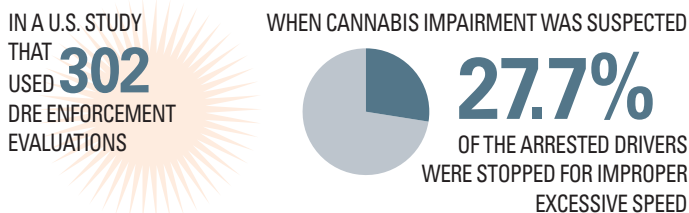
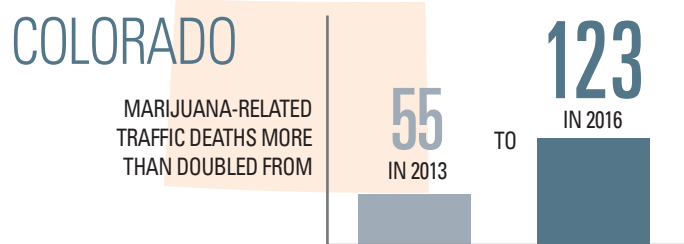
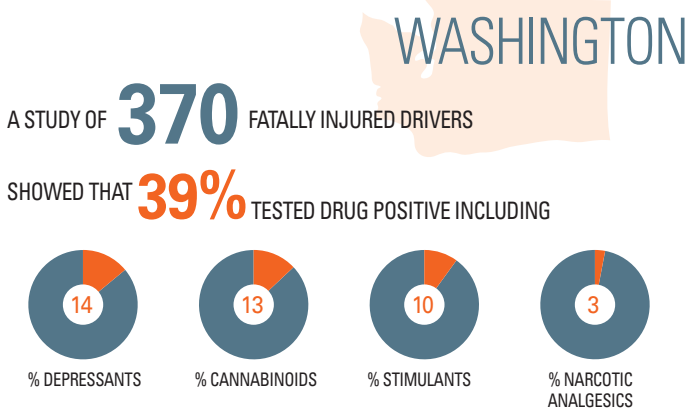
In Colorado, marijuana-related traffic deaths more than doubled from 55 deaths in 2013 to 123 deaths in 2016. In addition, the average number of marijuana-related traffic deaths increased 66 percent in the four years (2013–2016) since Colorado decriminalized recreational marijuana, compared to the average in the four years (2009–2012) prior to decriminalization.¹⁹

In a study conducted using 302 DRE enforcement evaluations where the suspect was arrested for DUID when cannabis impairment was suspected, many (27.7 percent) of the arrested drivers were stopped for improper excessive speed. Other driving violations committed by cannabis-impaired drivers included weaving (19 percent), crashes (9.3 percent), and improper turns (7.7 percent).²⁰ A similar study of marijuana-impaired drivers arrested in California also contradicted the notion that marijuana tends to cause slow driving. The California study identified excessive speed (24 percent) and the inability to maintain lane position (23.2 percent) as the two most common driving indicators of the arrested drivers.²¹

DUID-Cannabis and Per Se Levels

Recent changes in U.S. state laws on the use of marijuana, both for medical purposes and recreational purposes, have brought greater attention to the effects of driving under the influence of cannabis. Impairment from marijuana use can be long lasting. Even after three weeks of abstinence, chronic, daily marijuana users can show observable deficits in many of the skills needed for safe driving.²²

Some states have enacted laws with per se levels of THC within a driver's body. However, setting a legal threshold for THC does not preclude impairment at lower levels.



For example, Washington passed a per se law for marijuana-impaired driving, setting a 5 ng/mL THC blood level. Any driver age 21 and older with 5 ng/mL of THC or more is in violation. Data from the Washington State Toxicology Laboratory showed that in 2013, 25 percent of all drivers arrested for DUI tested positive for THC. Among these THC-positive drivers, 53 percent tested at or above 5 ng/mL THC, and 47 percent tested between 2 ng/mL and 5 ng/mL THC.²³

Colorado passed a permissible inference DUI-cannabis law—allowing a judge to instruct a jury that, if it finds that a defendant's whole blood contained at least 5 ng/mL of THC while driving or shortly thereafter, then the jury may conclude that the defendant was driving under the influence. It does not require a jury to conclude that a defendant was driving under the influence when a THC concentration threshold is met. In addition, the jury may consider all the evidence in the case to evaluate whether the prosecution has proved the offense beyond a reasonable doubt.²⁴ With more social norming and greater acceptance of marijuana by Coloradans (54.8 percent of the state's voters passed Amendment 64 to legalize recreational marijuana in November 2012), jury nullification is impacting marijuana driving convictions, especially due to the weaker permissible inference law rather than a strong per se law, such as the .08 BAC laws.

With the rapid elimination of Delta 9 THC in the blood, law enforcement officers have had to change their tactics when dealing with suspected marijuana-impaired drivers. Research supports securing blood evidence as soon as possible to ensure that the THC level does not drop below the state's THC per se level. Prior to the passage of such per se or permissible inference laws, blood would generally be drawn following the completion of the DRE drug influence evaluation and would be used to correlate the expert's opinion of what was causing the impairment. DRE-trained officers are now encouraging arresting officers to have the blood drawn prior to the evaluation to help in identifying a more accurate THC level.

The significant percentages of drivers in Washington and Colorado who are arrested for DUID and test positive for marijuana, but test below 5 ng/mL THC, appear to suggest that the 5 ng/mL standard for marijuana-impaired drivers is not scientifically supported and can result in some impaired drivers not being prosecuted.

The Need for Increased Drug Testing and Laboratory Support

Many U.S. states do not conduct adequate drug testing of impaired-driving suspects or fatally injured drivers. Reasons for this may include a lack of funding, lack of law enforcement training, toxicology laboratory testing limitations, and toxicology backlogs. It is important that these shortfalls be identified and resolved so these important data can be used to improve DUID enforcement and prosecution. State drug testing procedures need to parallel those in place for alcohol testing.

To improve and increase drug-testing procedures for DUID suspects, an increasing number of states are pursuing the use of on-site oral fluid drug testing technology. Oral fluid results can be obtained quickly and can assist in the DUID investigation. However, oral fluid technology is limited to certain drugs and does not always translate to impairment, thus the need for additional drug impairment-trained officers to collect and document necessary evidence.

Lost data are often due to budgetary and time constraints within law enforcement agencies. The cost of the toxicological testing of blood is significant when compared to the cost of breath testing—and the results are not as immediate. As discussed previously, impaired drivers often combine alcohol with other drugs. During roadside contacts, when officers note impairment and suspect alcohol as the cause, the choice of chemical testing is often the breath test. During such arrests, if the suspect exhibits a breath test of .08 or greater, the investigation often does not move forward, since the officers know that key evidence for conviction (a BAC over the legal



limit) is secure. Therefore, other impairing substances that might be present in the driver's system are not identified, and, subsequently, drivers impaired by drugs other than alcohol are underreported and data are lost. Choosing to use blood testing and having it analyzed for alcohol and other drugs would secure these very important data; however, there are cost, time, and logistical challenges to this approach.

Within the Drug Evaluation Classification Program (DECP), a strong emphasis is placed on the "three-legged stool" approach to a successful DRE program. This approach includes enforcement, prosecution, and toxicology. Without one of the three legs, the stool cannot be supported. Excellent efforts are being made to strengthen all three of these components, including training law enforcement to identify DUID situations. Since the inception of the ARIDE training program in 2009, more than 70,000 police officers have been trained in drug impairment detection. In addition, more than 9,300 officers have been trained in DRE across the United States since 2010.²⁵ With this expanded training and additional emphasis placed on DUID detection, an increased workload has been placed on the toxicology laboratories for drug analysis. The increased caseloads have also resulted in laboratory testing backlogs and delayed toxicology confirmation results. Confirmatory drug testing for DUID cases are typically conducted by state or privately funded laboratories, and some states' facilities are not sufficiently funded to support the additional workloads required to conduct drug testing in a timely fashion.

The National Safety Council on Alcohol, Drugs, and Impairment Division has established (and updated) a set of minimum recommendations for the toxicological investigation of suspected alcohol- and drug-impaired driving cases and motor vehicle fatalities involving drugs and alcohol.²⁶ The report classified common drugs of abuse into Tier 1 and 2 groups and recommended cut-off detection levels for both. It also recommended that laboratories adopt best practices for identifying and testing Tier 1 drugs at a minimum, and, preferably, Tier 2 drugs. In 2016, the IACP passed a resolution supporting these recommendations and the need for consistent analytical testing approaches to facilitate the collection of more robust data concerning the prevalence of drug use among impaired and fatally injured drivers.²⁷ However, there continues to be wide variances among labs in how and which drugs are identified, confirmation levels, and timely reporting. This lack of standardization continues to be a major area of concern as efforts to combat DUID move forward.

Re-Engaging Efforts That Work

As efforts are directed to combat DUID, it is important not to forget proven successful efforts that have worked in the past. In the 1970s, law enforcement was ill-equipped to recognize alcohol-impaired drivers and many drivers escaped detection and prosecution. As the decade ended and the next began, training was developed to better equip officers in recognizing signs of impairment and being better prepared to articulate such evidence in court. Law enforcement, however, could not address the problem

of alcohol-impaired driving alone. The U.S. federal government took some monumental approaches in dealing with drunk driving in the 1980s.

The year of 1982 will go down as one of the most memorable and productive years in history for combating DUI in the United States. U.S. President Ronald Reagan created the Presidential Commission on Drunk Driving (PCDD) through Executive Order 12358. President Reagan charged the PCDD with gathering expert recommendations for using public authority to (1) heighten public awareness of the seriousness of the DWI problem; (2) persuade states and communities to attack the drunk driving problem in a more organized and systematic manner, including plans to eliminate bottlenecks in the arrest, trial, and sentencing processes that impaired the effectiveness of many drunk driving laws; (3) encourage state and local officials and organizations to accept the use of the latest techniques and methods to solve the problem; and (4) generate public support for increased enforcement of state and local drunk driving laws.²⁸

The commission issued the following statement:

*Police agencies should apply selective enforcement and other innovative techniques, including the use of preliminary breath testing devices and roadblocks, to achieve a high perception of risk of detection for driving under the influence. Crime analysis should be applied to driving under the influence. Police agencies should identify high incidence areas and times, and assign resources accordingly.*²⁹

In a statement accompanying the PCDD's final report, which made 39 recommendations for reducing drunk driving, President Reagan called drunk driving "a national menace, a national tragedy, and a national disgrace."³⁰ The federal efforts and recommendations had positive effects—arrests for DWI increased by more than 50 percent, and the greatest drop in alcohol-related fatal crashes in

U.S. history occurred, going from 50–60 percent in 1979–1980 to 40–43 percent in 1992.³¹

Importance of Strong, Effective Partnerships

Law enforcement cannot arrest their way out of the impaired driving problem. That was the case in the 1980s and is still the case today. The idea was to put the quote "Law Enforcement cannot arrest their way out of the impaired driving problem" in a box putting an emphasis on the quote. Combatting impaired driving takes strong and effective partnerships.

With the proliferation of impairing substances and new drugs making their way onto the roadways, law enforcement, prosecutors, toxicologists, and traffic safety advocates must work together to address the problem of DUIDs. Like the message in the 1980s that it was not acceptable to drink and drive, law enforcement and society must collectively promote a similar message regarding drugs and other impairing substances. Officers must receive ARIDE or DRE training to develop the knowledge, skills, and passion to be able to recognize drug impairment indicators at the roadside and take appropriate action. Prosecutors must be able and willing to take drugged driving cases to trial. Finally, toxicology laboratories must be able to support the DUID efforts by placing a priority on testing for impairing drugs and reporting their findings in a timely manner.

Conclusion

The sobering reality is the incidence of DUID is on the rise. In the 1970s, law enforcement lacked the necessary skills to identify alcohol-impaired drivers. When provided with these skills, they were able to identify and arrest alcohol-impaired drivers. Through a strong, united effort, alcohol-related fatal crashes decreased, and until society began to understand and support the reality that drunk

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driving was not acceptable. The same result can be obtained for drug-impaired driving.

Marijuana decriminalization and the declassification of some Schedule 1 illicit drugs are occurring in some areas of the United States. With this change in societal norms, drug-impaired driving is increasing and must be a significant focus of community, law enforcement, and roadway safety advocates. This is an opportunity to reengage and focus these groups' efforts collectively to eliminate all impaired driving. Training opportunities, such as ARIDE for all law enforcement officers and DRE for the most passionate impaired driving-enforcement officers, are available to help officers combat this crime. Law enforcement leaders are strongly encouraged to expand impaired driving training within their organizations and to engage their communities in the efforts to eliminate DUID.

Additional information regarding drugged driving detection training can be accessed at the IACP DECP website at www.decp.org. ♦

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By Jac Charlier, National Director for Justice Initiatives, Center for Health and Justice at TASC; Greg Frost, President, Adult Civil Citation Network; Albert Kopak, Associate Professor, Department of Criminology & Criminal Justice, Western Carolina University; and Thomas Olk, CEO, DISC Village Foundation

Pre-Arrest Diversion: The Long Overdue Collaboration Between Police and Treatment

In 1972, a U.S. federal initiative resulting from efforts led by the White House's Special Action Office for Drug Prevention, the Law Enforcement Assistance Administration (predecessor to the Bureau of Justice Assistance), and the National Institute on Mental Health's Division of Narcotic Addiction and Drug Abuse created the TASC (Treatment Alternatives to Street Crimes or Treatment Alternatives for Safe Communities) model, which connects the criminal justice and drug treatment systems. Following several pilot projects, the initiative launched its first program site in Delaware and expanded over the next decade to support some 130 TASC projects in 29 U.S. states and Puerto Rico.¹

TASC represented the first formalized model in the United States illustrating how these two very different systems—the justice system and the treatment system—could work toward a shared goal of achieving crime reduction by connecting people to drug treatment. The TASC initiative and model emerged when it did, in part, to address the problems of heroin addiction and criminal offending among returning Vietnam veterans who came into contact with law enforcement and were subsequently arrested and put in jail. Decision makers understood that this was not the best approach to addressing the addiction problems underlying many veterans' contact with the criminal justice system. The true solution required a different path.

Forty-five years later, it has become much more common for criminal justice and treatment partners to work together. The foundational idea of TASC—that criminal justice and treatment systems can make a greater impact in reducing crime by working together than apart—has taken hold in many jurisdictions and communities. There are abundant examples of the implementation of this idea, including drug treatment in jail; prosecutorial drug diversion; problem-solving courts serving populations with drug or mental health issues, veterans, or families; intensive probation with treatment; residential substance abuse treatment (RSAT) programs in prisons; and specialized drug and mental health reentry teams in parole.

Now, this idea is rapidly emerging at the most frequent initial contact point of the justice system—law enforcement—through pre-arrest diversion programs. But, why now?

Driving Factors for the Rapid Growth in Pre-Arrest Diversion

The convergence of the burgeoning opioid crisis unfolding in communities with the emerging field of pre-arrest diversion has led to rapid growth in this area. Not only has the opioid crisis accelerated the recent proliferation of these programs, but progressive law enforcement leaders have also recognized that pre-arrest programs

designed for low-level offenses are beneficial for participants and their communities.

As a result of the worsening drug crisis and rapid expansion in pre-arrest diversion programs (500+ initiatives, with the overwhelming majority starting only in the last two years), law enforcement and substance use treatment providers are getting to know one another and working together like never before. In fact, they must work cooperatively to meaningfully bend the curve on the epidemic by reducing opioid use, overdoses, and deaths. The opioid crisis has laid bare the truth, which many in law enforcement readily admit—they cannot arrest their way out of the epidemic. An even more important truth, however, may be that the fight against the opioid crisis can't be won by law enforcement or substance use treatment providers on their own. They need each other. To combat the crisis effectively, they must learn how to bridge their two different worlds. Fortunately, they can rely on the experience accumulated over more than 40 years by TASC and other programs that connect courts, jails, prosecutors, probation, prisons, and parole with behavioral health treatment.

Law Enforcement Pre-Arrest Diversion

In pre-arrest diversion programs, law enforcement serves as a referral source to treatment and services for people who have substance use problems. Substance use disorders (and often co-occurring mental health issues) likely underlie most program participants' contact with police, whether or not they currently face a criminal charge or have a criminal history.

In the overwhelming majority of pre-arrest diversion efforts currently under way across the United States, participants don't face any criminal charges and aren't at immediate risk of arrest. These types of encounters between participants and law enforcement, where no charges are present, are termed "prevention diversion" and are based on the supposition that future criminal justice involvement is prevented through the use of an immediate placement in treatment. In prevention diversion, participants are neither arrested nor charged if they decline to go to treatment, because there was never an offense to charge them with in the first place.

There are a limited number of sites (likely including some not yet identified) that do divert people who currently face criminal charges and have identified substance use issues. Typically, their charges are placed in abeyance by the police without booking, jail, or prosecutorial or court contact—or a citation is issued, and participants are directed into treatment. This type of pre-arrest diversion is termed

“intervention diversion” because the effort intervenes during a current criminal justice encounter and stops the participant from going any further into the criminal justice system.

Taken together, prevention and intervention pre-arrest diversion strategies include five identified approaches that describe participants’ pathway from police contact to treatment. Four pathways are aligned with prevention pathways, and one aligns with an intervention pathway. The following list of the five pathways includes examples of specific program sites and the programs’ more recognizable “brand names”:

- **Self-Referral (Prevention):** Drug-involved individuals initiate engagement with law enforcement without fear of arrest, and an immediate treatment referral is made. *Example:* Angel (Massachusetts)
- **Active Outreach (Prevention):** Participants are identified by law enforcement, but are engaged primarily by a treatment expert who actively contacts them and motivates them to engage in treatment. *Examples:* Arlington Model (Massachusetts); Chicago Westside Diversion (Illinois)
- **Naloxone Plus (Prevention):** Engagement with treatment occurs following an overdose response. *Examples:* QRT – Quick Response Teams (Ohio); STEER – Stop, Triage, Engage, Educate, Rehabilitate (Maryland); DART – Drug Assistance Response Teams (Ohio)
- **Officer Prevention Referral (Prevention):** Law enforcement initiates the treatment engagement, but no charges are filed. *Examples:* LEAD – Law Enforcement Assisted Diversion (Washington); STEER (Maryland)
- **Officer Intervention Referral (Intervention):** Law enforcement initiates the treatment engagement, and charges are held in abeyance or citations issued. *Examples:* Civil Citation (Florida); LEAD (Washington); STEER (Maryland)

Jurisdictions often start pre-arrest diversion programs with a single pathway to treatment. As they gain experience and confidence in this new area of police and treatment collaboration, they may incorporate other pathways into their existing program. The realization that they can and should open up more pathways tends to become apparent as they understand that using more avenues means reaching more people, which means more individuals placed into treatment instead of entering the justice system. Jurisdictions may want to consider, over the longer term, creating a system that connects people to treatment via all five pathways. With this robust programming in place, communities can begin to scale up their pre-arrest diversion efforts to meet the need in their communities, working toward significantly reducing opioid use, overdoses, and deaths.

What differentiates pre-arrest diversion from other types of criminal justice diversion is that it is guided largely by behavioral health and successful because of their involvement through clinical interventions that law enforcement is not designed nor qualified to perform. Other types of diversion are driven much more by the justice system and its decision makers and gatekeepers. Further, with law enforcement as the referral source—a potential referral group that numbers approximately 800,000 police officers in 18,000 departments across the United States—pre-arrest diversion has the largest ever potential referral source to substance use treatment on a scale that other types of diversion cannot begin to approach.

Together, the treatment-oriented nature of pre-arrest diversion and its unprecedented potential to reach people in communities across the United States translate into new promise that the emerging field can address addiction in communities as never before.

Beyond that, this approach has other potential benefits, which may include reduced crime, improved public safety (real and perceived), reduced drug use, more lives saved, more lives restored, improved community-police relations, a reduced burden on criminal justice systems to solve public health and social challenges, improved relationships between the police and public or behavioral health providers, greater cost savings, and an increase in families kept intact.

Promising Evidence for Pre-Arrest Diversion Programs

There are several important considerations to think about when assessing the potential impact of pre-arrest diversion programs. One is that these programs are still in the early stages of implementation, which means there aren’t yet any long-term, prospective evaluation studies of them. Another is that, taken together, the studies that *have* been done on specific programs focus on a broad assortment of performance measures, with some examining post-program recidivism in the form of re-arrest and others concentrating on substance use–related results. The lack of consistent foci makes it difficult to draw systematic conclusions about the performance of front-end diversion programs. One last consideration is that existing evaluations of pre-arrest diversion programs have typically included a relatively small number of participants. Most of these programs target adults with certain eligibility criteria, making it difficult to generate large study samples and comparison groups.

With these caveats in place, there are at least four programs that have conducted preliminary evaluation studies, all of which demonstrate promising results.

Law Enforcement Assisted Diversion (LEAD): The LEAD program started in King County, Washington, in 2011. The program is designed for adults involved in low-level drug and prostitution activities, primarily in downtown Seattle. A recent evaluation of the program collected data from 318 adults (203 who were referred to LEAD and 115 who were processed through the system as usual). Compared to the group that was prosecuted, LEAD participants demonstrated 60 percent lower odds of arrest in the six-month period following program initiation. However, there were no differences in the number of total charges or the number of felony charges received during this period between the LEAD and control groups.²

Many LEAD participants experienced homelessness, lack of consistent legal income, and minimal social support benefits, all of which are likely to contribute to persistent involvement in drug use and prostitution activities. LEAD evaluators examined how these factors may have been related to reductions in offending and observed some interesting results. Participation in the LEAD program contributed to significant increases in the likelihood of obtaining stable housing, primarily through more frequent contact with case managers. Being housed was associated with a 16 percent reduction in the likelihood of being arrested in the six-month period following program initiation. In addition, LEAD participants were 33 percent less likely to have been arrested for each additional month they spent in some form of legitimate employment.³ These results are noteworthy because the establishment of stable housing and the initiation of legitimate employment represent fundamental building blocks for sustained recovery from drug use.

Stop, Triage, Engage, Educate, and Rehabilitate (STEER): The STEER program was initiated in Montgomery County, Maryland, in March 2016. This program targets adults with severe drug use disorders, and eligibility criteria include low-to-moderate risk for criminal behavior with high need for treatment. In cases involving criminal charges, these charges can be held in abeyance if eligible participants voluntarily accept an intervention referral. The primary objective of the STEER program is to reduce crime by addressing drug use.

Figure 1



Preliminary data collected from the STEER program show that 200 adults have been referred to the program's case manager since program inception. Most of these referrals were precipitated by opioid overdose (133 were referred following an overdose incident). Nearly half (48 percent) of adults referred to STEER were active in treatment at 30 days, and 78 percent of those who remained in treatment at 30 days were also actively participating in treatment at 60 days.⁴

Angel: The Angel program also targets interventions toward drug users, but it is set apart by its voluntary, no-arrest approach. Police in Gloucester, Massachusetts, initiated the program in 2015 by encouraging drug treatment-seeking adults to contact police officers, who will then initiate direct referrals to treatment. Officers ensure participants receive immediate transportation to a treatment center, and, in cases where the process may take more than a few hours, a volunteer is assigned to provide emotional support.

Data collected from the Angel program have shown that nearly all (95 percent) of the adults who contact the police and are eligible for treatment receive direct placement. Some of the reasons for failed placement included inadequate insurance, out-of-state residency, or lack of a bed at an appropriate treatment center. It is also important to note nearly all (95 percent) of the participants who were offered placement at a center accepted and entered treatment.⁵

Adult Civil Citation: Departing from programs that target interventions toward drug users, the Adult Civil Citation program in Leon County, Florida, delivers behavioral health services to adults accused of a misdemeanor offense for the first time. Once police officers have established probable cause that 1 of 11 eligible offenses has been committed (e.g., disorderly conduct, trespass, criminal mischief, petty theft, underage possession of alcohol, possession of marijuana under 20 grams, possession of drug paraphernalia, non-domestic simple battery, and non-domestic simple assault), adults

are eligible for program participation if they have no prior history of arrest and agree to participate in the diversion program.

Participants in the Adult Civil Citation program are required to complete a formal behavioral health assessment and drug screen. Participants are also required to complete 25 hours of community service and pay a \$350 fee for the intervention services (which approximates the fines and court costs associated with issuance of a notice-to-appear or physical arrest). Participants who remain drug free, avoid subsequent arrest, attend the agreed-upon counseling sessions, pass assigned online educational courses, and fulfill the community service hours successfully complete the program. Failure to complete the program results in formal charging for the original offense and processing as usual through the criminal justice system.

The initial evaluation of the Adult Civil Citation program determined the vast majority (91 percent) of the participants successfully completed the program. An equally large proportion (87 percent) were not arrested after participation in the program. Among participants who successfully completed the program, 7 percent were arrested at a later date, compared to 69 percent of participants who failed to complete the program. Program completion rates and re-arrest rates were similar with regard to the offense for which adults entered the program.⁶

Although most of the current evidence tends to support the continued operation and expansion of pre-arrest diversion programs, much more evaluation work is warranted. For instance, little is known about the sustained recovery and long-term criminal justice involvement of adults who have participated in these programs. Similarly, while there are reasons to believe that law enforcement agencies may experience increased efficiency and officer safety as a result of these programs, studies have not yet evaluated those benefits. Further investigation should document the effectiveness

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of pre-arrest diversion programs on measures in several domains, including police involvement, behavioral health factors, and community benefits.

What's Next?

With this information, what's next? For law enforcement, that often means one thing—to act. Jurisdictions may want to consider putting pre-arrest diversion programs into place. If there's a pre-arrest program or initiative already under way, they may want to consider expanding into new pathways.

Those interested in starting new programs may find it helpful to begin by answering the eight questions from the March 2017 article in *Police Chief* magazine, "Deflection: A Powerful Crime-Fighting Tool that Improves Community Relations." (See the full article for more details.)⁷

1. Can diversion solve the problem, address the challenge, or take advantage of the opportunity the agency is facing?
2. Does the community have the behavioral health and public health system and capacity to receive individuals that are diverted?
3. Does the agency have the political, community, and internal support needed to take diversion to implementation and beyond?
4. Is the agency—especially the officers and first-line supervisors—ready to undertake an innovative practice like diversion?
5. Can diversion data be collected from the start?
6. Is there a rational, credible pathway to sustainability for the diversion initiative once started?
7. Is there an incident or trend that can be leveraged to muster community-wide support for diversion?
8. Which diversion initiative best fits the department and community?

Law enforcement leaders and innovators have developed new programs built on a solid foundation of decades of experience and research on the effectiveness of program models that involve close partnerships and collaboration between criminal justice and treatment providers. With the tools available, along with support, guidance, and partnership, the field is poised to enter a new era of justice-treatment partnerships with unprecedented potential to improve community health, save lives, and increase public safety. ❖

Notes:

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Greg Frost recently retired from the Tallahassee Police Department after a 30-year career working in law enforcement agencies in both sworn and senior administrative positions. His work has involved diverse areas such as nuclear security, counterterrorism, strategic crime analysis, domestic violence, mental health courts, law enforcement technologies, and public safety policy development. He currently serves the criminal justice community as president of the Civil Citation Network.

Albert Kopak, PhD, specializes in research focused on the treatment and assessment of substance use disorders in criminal justice settings. He has provided consultation in program evaluation and assessment for various criminal justice agencies in the United States as well as the United Kingdom. He is also an associate professor of criminology at Western Carolina University in Cullowhee, North Carolina.

Thomas Olk is currently the CEO of the DISC Village Foundation, which funds the Civil Citation Network and the related research and evaluation for the adult pre-arrest program. Tom has over 40 years of experience in the fields of substance abuse, mental health, child welfare, and criminal justice. He is the founder and former CEO of DISC Village, a comprehensive nonprofit behavioral health care organization serving Tallahassee and the surrounding eight counties. Thomas established a multi-agency regional juvenile assessment center (JAC), which provides a comprehensive array of behavioral health services for all arrested juveniles, as well as establishing the first pre-arrest diversion program for low-level misdemeanor offenses in Florida.



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Rutland, Vermont, Case Study

USING DMI TO COMBAT COVERT OPIOID MARKETS

By David Kennedy, Director, and Jonathan Ben-Menachem, Communications Associate, National Network for Safe Communities, John Jay College of Criminal Justice, New York

According to a recent forecast, as many as 650,000 people in the United States will die from opioid overdoses over the next 10 years.¹ Some 50,000 people died from opioid overdoses in 2016.² When that figure is compared to the 10,917 people in the United States who died from all types of drug overdoses at the peak of the crack epidemic in 1988, it's clear that—as is now well understood—the United States is in the middle of a deadly drug crisis.³ Initially, the current crisis was centered among a white and rural or suburban population, but it's now spreading into the black and urban populations. The relatively recent and broad introduction of fentanyl and other synthetics into the drug supply is greatly exacerbating the problem. Fentanyl is around 50 times more potent than heroin (as demonstrated by one Ohio police officer who overdosed after simply brushing some fentanyl off his uniform), and fentanyl analogues can be as much as 5,000 times more potent.⁴ Fentanyl deaths across the United States have increased over the past three years, and the death toll from synthetic opioids recently surpassed the death tolls from heroin and prescribed opioids.⁵ In New Hampshire, for instance, over 70 percent of opioid-related overdose deaths in 2015 involved fentanyl.⁶ In addition, the public health threat from this epidemic is—so far, at any rate—different from the previous crack epidemic. The death toll then was from market-related violence: it was guns, not crack, that mostly killed people. Now, although some law enforcement authorities are beginning to report market-related violence, especially through robberies of opioid dealers, the primary killers are addiction and overdose.⁷

Traditional, Ineffective Approaches

The most common way to think about addressing drug epidemics is in terms of supply and demand. Supply-side interventions involve going after sources both outside and inside the United States—keeping drugs out of the country, and addressing the grow houses and labs that produce them inside, as well as the street dealers

and distribution networks. Demand-side interventions involve programs and initiatives like public health campaigns to prevent initial use and treatment to wean away users. If there's anything the United States should have learned from previous epidemics, it's that neither approach works very well, either alone or in concert. Decades of drug enforcement has moved in parallel with lower prices and wider availability, and incarcerated dealers are readily replaced with new ones. Public health campaigns against drug use are ineffective or even make things worse.⁸ Treatment may help particular users, but it has had no overall impact on the United States' various drug epidemics. While border enforcement has resulted in increased cocaine and marijuana seizures, no such success has occurred for seizures of heroin, and one 2015 study found that border enforcement efforts to disrupt supply were associated with *decreased* heroin prices.⁹ Such efforts seem even less likely to be effective against what is essentially mail-order fentanyl. Harm reduction efforts—particularly the drive to make the opioid antagonist naloxone widely available—have undoubtedly saved lives, but they are not keeping up with, much less reversing, the spread of the epidemic and its rising death toll.

Focused Deterrence Via Drug Market Intervention

During the U.S. crack epidemic, a similarly discouraging picture led to a different approach: attacking not crack itself or the supply of and demand for crack, but using a focused deterrence approach to shut down the drug markets where crack, crack dealers, and crack users all met. An unusual, but simple and mostly commonsense analysis emerged around the public, open-air and crack-house “overt” markets that were tearing apart communities, where dealers stood on corners or behind crack-house doors and sold to the users who drove in from outside the neighborhood. The logic was that geographically defined, overt drug markets operate because they become areas in which dealers know they can sell and users know they can buy illicit drugs. People who know each other don't need to stand on street corners and flag down drive-through buyers; they can sell and buy from their high school lockers, their college dorm rooms, or their hedge fund offices. However, people who don't know each other need a place to connect. Overt markets—usually no more than a couple of concentrated blocks—took root, almost entirely in minority communities, as places where dealers could be found, where buyers could go, and where business could be transacted. Once that dynamic was established, the market area had tremendous staying power. Dealers knew that users would be present; as such, they had a strong motivation to work in that area. Users knew that dealers would be present; as such, they had a strong reason to “shop” in that area. Heavy law enforcement attention to the market rarely broke the cycle, as low-level dealers were arrested and released and came back to the market or were replaced by new dealers, and buyers who knew the area as a market kept returning to it. The standard pattern was relentless enforcement and markets that persisted anyway, often literally for decades.

The market disruption logic was equally simple: if the cycle could be broken long enough, it would be broken permanently. If dealers came to the area and there were no buyers, they'd stop coming back. If buyers came to the area and there were no dealers, they'd stop coming back. If dealers and buyers stopped seeing the area as a market, it would no longer be a market; instead, it would be just another neighborhood. In practice, it seemed easier to disrupt the market by intervening on the dealing side, as law enforcement and scholarly insight suggested that, even in the most intense overt markets, there were usually a relatively small number of people who were willing, at any given time, to actually stand in public or behind a door and sell drugs to strangers.

High Point, North Carolina, Drug Market Strategy

As the market disruption strategy developed in High Point, North Carolina, into what became known as the High Point Drug Market Strategy or Drug Market Intervention (DMI), it took on these core elements:

- Identifying a geographic market
- Identifying all front-line dealers
- Creating prosecutable cases against all dealers
- Incapacitating all dealers through arrest or through a call-in, “influentials,” and banked cases
- Holding a call-in and mobilizing “influentials”
- Providing outreach and support to those previous dealers who would accept it
- Developing a maintenance strategy to prevent the reemergence of the market

In the traditional “street” or overt market DMI, law enforcement chooses and pays concentrated attention to a particular drug market and identifies all or nearly all the dealers driving it. While it involves real work, traditional investigative methods can nearly always, with sufficient focus, uncover the functioning of the market and the dealers involved. The original High Point intervention in the city's West End neighborhood—the site of a thriving, intergenerational drug market—identified only 16 active, front-line dealers. This became the norm across DMI implementations, with law enforcement finding that there were no more than a few dozen such actors, which allows for enforcement and other interventions to be extremely strategic and precise.

Next, these key actors (high-level suppliers and dealers) are incapacitated through criminal justice mechanisms. In the High Point model, dealers with histories of serious violence were prosecuted, while nonviolent dealers were brought into a “call-in,” a technique drawn from other focused deterrence strategies. At the call-in, dealers heard a three-pronged message. Law enforcement explained that the market is closed and conveyed exactly what would happen if the dealing continued; community leaders and dealers' family members delivered an unequivocal message against dealing; and social service providers offered a range of concrete social service and other supports. One innovative feature of DMI was the use of “banked” cases. All dealers invited to the call-in faced prosecutable cases produced by the up-front investigation of the market; therefore, dealers were told that any further overt dealing activity would result in the immediate activation of those cases, arrest, and prosecution. The intent was to produce a high level of deterrence while not damaging the dealers and their families and community by further high levels of arrest, and to shift community sentiment by demonstrating a changed understanding and commitment by law enforcement. Another mechanism was the mobilization of “influentials”: people close to the dealer who could establish personal standards and expectations and support compliance going forward.

Law enforcement and the community followed the market disruption with a long-term maintenance strategy in the overt market area, based on the simple idea that if no new dealers were allowed to establish themselves, the market would not return, and, eventually, new dealers and buyers would stop trying to do business there. The basic maintenance strategy looked out for new dealers and took immediate, obvious action to head them off: a knock-and-talk, a custom notification, police presence at the location in question, intervention with parents or landlords, and the like, followed, if necessary, by traditional investigation and enforcement.

The first High Point intervention in the West End succeeded—the market disappeared after the call-in and never returned—leading to broad interest in the approach, including replications under U.S. Department of Justice auspices and a number of other successful replications (and some failed ones, which highlighted the need for fidelity to the core strategy). Drug market disruption turned out to be a useful idea, workable in practice because such overt markets were driven by a meaningfully small number of dealers who could be identified, incapacitated through arrest and prosecution or deterred by banked cases, influenced by community norms and by “influentials,” and helped to change their lives. When those steps were completed, markets collapsed, violence and disorder were reduced, and the disruption could be maintained.

DMI in Opioid Markets: The Rutland Experience

Today's opioid markets are different from the open-air drug markets that were subject to special attention in past DMI implementations; they are, in particular, covert rather than overt. People are not, for the most part, standing out on street corners selling opioids or operating flagrant drug houses. The role that was played by geographic location in overt markets is instead played by social networks of dealers and addicts. But, within those networks, potentially similar elements operate: supply, demand, and the need for the successful functioning of markets. In principle, as long as the structure of an opioid market can be analyzed and its key dynamics identified, the logic of market disruption might be applicable. In considering a "covert market" DMI, the two most pressing practical questions seem to be: (1) Is it possible to identify the shape of the market and, especially, the key dealers in it? and (2) Is the number of key dealers manageably small, and can we imagine a practical and potentially meaningful intervention?

In Rutland, Vermont, the answer to both of those questions was "yes." Rutland, a town of only about 16,000 people, had emerged as a regional heroin hub in the new epidemic. Driven by escalating overdoses and opiate-related neighborhood crime and disorder, local, state, and federal investigators launched a classic drug investigation in 2013. They found a remarkably small group of actors at the heart of the problem. The heroin supply came largely from weight distributors traveling from Brooklyn, New York, to Rutland. Once they arrived in Vermont, a small number of "connectors" put the distributors in touch with addict-dealers who had their own connections to local heroin buyers. Out-of-town buyers could cruise the active neighborhoods and buy from obvious drug houses or leverage known contact information to arrange a meet-up at a local shopping plaza. For all the damage the Rutland heroin market was doing in the city and across the region, the core dealer network—the Brooklyn dealers, the connectors, and the initial addict-dealers—represented only a few dozen people. Once this was determined, it seemed that it might be possible to take that network out of action and break the connection between dealers and buyers.

Figure 1: Drug Market Intervention Strategy Participants



Armed with the logic of DMI and building on the careful local, state, and federal investigations, the partners developed an enforcement and maintenance strategy to permanently shut down each layer of participation in the market, while also addressing the "hot places" where dealing had been facilitated. The initial steps included arresting and prosecuting the outside suppliers on federal charges and arresting (though not necessarily prosecuting) the connectors and addict-dealers on state charges. Once law enforcement had performed this initial sweep, the Rutland partnership pursued a tiered approach to engaging with dealers and permanently disrupting the covert market.

Between 20 and 25 out-of-state volume distributors and violent dealers faced federal charges. The Vermont Drug Task Force also arrested 27 drug dealers who faced significant state charges based on prior dealing behavior or their status as connectors. Of those 27 local dealers, 4 were connectors who faced state charges in criminal court, and 16 were addict-dealers who were sent to criminal court as well. The 7 remaining addict-dealers arrested by the Vermont Drug Task Force—who had not been involved in violence—were invited to a call-in associated with Rutland's Drug Treatment Court (DTC). Under typical circumstances, the DTC accepts only those offenders who have been charged for possession or misdemeanor sale, but Rutland's DTC made an exception for DMI call-in participants who had felony sales on their records. (It seems likely that in future covert market DMIs, larger proportions of those arrested might be identified for diversion.)

At the call-in, representatives from law enforcement presented the details of their case, community members demanded that the dealing stop, and social workers offered help and treatment. The Rutland partners understood the role played by banked cases in the covert market DMI, but also recognized that opiate addiction was a fundamentally different dynamic. In its place, the addict-dealers called in were offered the opportunity to plead to a charge with a reduced sentence and high levels of supervision, including enrollment in drug treatment, support programs, and regular drug testing and inspections of their primary residences. Law enforcement monitored this group to ensure they stopped dealing and to assess their program of recovery from addiction.

Rutland's DTC lasts for a minimum of 180 days, and, if an individual relapses, he or she must restart the program. The DTC has three phases, each of which requires participants to attend one mandatory meeting each week and consistently test negative for drug use. The phases last 30, 60, and 90 days, respectively, and address an array of issues affecting the participants. The first phase is meant to stabilize the offenders with an individual needs assessment and orientation that address urgent problems ranging from homelessness to mental health issues. Phases two and three require participants to build on their successes and continue to progress toward self-sufficiency before graduating from the DTC. During each phase of the program, a Rutland police officer checks in with participants several times each week outside of the mandatory meetings. Officers ensure that everything is going well, review participants' emotional states, inspect their premises, and offer support.

Simultaneously, the DMI partners implemented a maintenance program designed to sustain the disruption. Keeping the market closed in Rutland relied on two elements: preventing new dealers from setting up again after the call-in and offering community support to addict-dealers. The implementation sought not only to shut down the heroin market, but also to counter the idea that Rutland provides a haven for heroin trafficking.

Rutland's law enforcement agencies monitor potential dealers trying to set up shop and use a variety of methods to disrupt them, including custom notifications of legal risk for criminal activity, building code enforcement, and strict enforcement of probation and parole conditions. A Community Response Team debriefs frontline officers and holds weekly meetings to review data, trends, and developments in heroin-related crime and offenders. The product of those meetings

is a “hot sheet,” distributed to every officer in Rutland, which allows officers to identify people involved in the DMI who require extra enforcement or treatment attention.

Impact of Rutland's DMI Effort

Rutland's DMI effort has not been formally evaluated (and state data collection practices mean that heroin use and overdose data are not available for Rutland as such); however, there's some reason to believe something significant (and positive) happened as a result. Between 2013 and 2015, larcenies and motor vehicle thefts in Rutland declined by 31 percent; disorderly conduct by 37 percent; vandalism by 49 percent; and burglaries by 53 percent. Those declines have contributed to a 17 percent decrease in overall crime in Rutland, and Rutland's city and law enforcement officials attribute these drops to the city's DMI work. Additionally, recent research from the Vermont Department of Health shows that, from 2015 to 2016, the state of Vermont overall, including the three counties adjacent to Rutland, had increases in drug-related deaths, while Rutland itself did not.¹⁰ Beyond that, front-line law enforcement and city personnel say that there has been a marked change, for the better, in the atmosphere of the city.

Researchers and Rutland officials also cite the success of a local methadone clinic that was launched as part of the larger strategy and which now serves a caseload of 750 clients. Recognizing that a successful market disruption operation would mean that addicts would be cut off, the city created that capability to ensure that individuals would have access to treatment. Because the damaging effects of heroin markets are primarily pharmacological and not market-related—unlike during the crack epidemic, when open-air markets brought violence and prostitution, among other issues—ensuring mitigation of pharmacological harm to addicts should be considered critical to the long-term success of covert opioid DMI.

Lessons Learned and Next Steps

The historic and now predictable failure of traditional demand-side and supply-side approaches, the logic of disrupting markets, and the interesting Rutland strategy collectively suggest that the DMI approach may hold promise for other cities struggling with covert opioid markets. This strategy may provide a useful tool in addressing the United States' current opioid epidemic. Federal, state, and local governments should consider the possibility that the strategy might be adapted to other cities and market areas; explore whether other local drug markets are being driven by a small core network of dealers; and conduct research to assess whether market disruption interventions have an impact on opioid use and addiction, overdose deaths, and related crime and disorder.

A decidedly nonscientific, but provocative, polling of frontline law enforcement embroiled in the new opioid markets consistently does, in fact, suggest similar dynamics elsewhere. In a number of small and medium-sized jurisdictions, those close to the problem can identify relatively small numbers of main suppliers, connectors, and a first tier of addict-dealers. By these agencies' accounts, at that point in the supply chain, the market is very contained, which might present an opportunity for disruption.

Given the severity of the U.S. opioid crisis—and the current and probable future failure of traditional interventions, it seems reasonable to make a systematic investment in understanding and attempting to disrupt the new markets. What is the shape of such markets? How many of and what sort of actors are involved in the different market layers and roles? How, in the real world, does supply move around? Where does “dealing” move from high-level distribution and moneymaking to another aspect of desperate addiction? How can these issues be rapidly and efficiently determined in a real setting, and what range of steps will address each? Is any of this different for the especially deadly fentanyls, and can they and the harm they cause be given special attention? If law enforcement and communities hope to mitigate the damage from this crisis, more needs

Today's opioid markets are different from the open-air drug markets that were subject to special attention in past DMI implementations; they are, in particular, covert rather than overt.

to be learned about the structure of the new covert opioid markets in order to develop and assess practical strategies to adapt the logic of market disruption to new contexts. ♦

Notes:

¹Max Blau, “STAT Forecast: Opioids Could Kill Nearly 500,000 Americans in the Next Decade,” *STAT*, June 27, 2017, <https://www.statnews.com/2017/06/27/opioid-deaths-forecast>.

²Josh Katz, “The First Count of Fentanyl Deaths in 2016: Up 540% in Three Years,” *New York Times*, September 2, 2017, <https://www.nytimes.com/interactive/2017/09/02/upshot/fentanyl-drug-overdose-deaths.html>.

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⁷Maia Szalavitz, “America's Latest Drug Epidemic Is Weirdly Non-violent,” *Vice*, June 20, 2017, https://www.vice.com/en_us/article/43ypep/americas-latest-drug-epidemic-is-weirdly-non-violent.

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⁹Michelle Keck and Guadalupe Correa-Cabrera, “U.S. Drug Policy and Supply-Side Strategies: Assessing Effectiveness and Results,” *Norteamérica* 10, no. 2 (July–December 2015): 47–67, <https://www.sciencedirect.com/science/article/pii/S1870355016300209>.

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To read more about the opioid crisis, including other agencies' strategies to combat it, navigate to the Drugs & Alcohol topic page at Police Chief Online: www.policechiefmagazine.org.

PRODUCT FEATURE:

RECORDS MANAGEMENT SOLUTIONS TO IMPROVE TRANSPARENCY AND REDUCE LIABILITY

By Scott Harris, Freelance Writer

With public scrutiny of law enforcement agencies at a heightened level, documentation is gaining importance. At the same time, there are massive new software capabilities for organizing information, as well as helping users mine that information for patterns or trends.

Keeping track of incidents, policies, training, and other core aspects of daily police work is easier and more productive, experts say, with customizable and user-friendly records management systems (RMS). These systems also help optimize accountability and transparency while addressing liability concerns.

"With officer-involved shootings, significant use of force, and the potential for liability, having those records available to you and knowing they're accurate and complete is an assurance that [agencies] are meeting the standards they need to meet," said David Carlson, owner of Sierra Pacific Software, a Tigard, Oregon, firm that developed Training Officer 2000, a training and personnel tracking and storage solution. "If it isn't documented, it didn't occur. If someone goes to training, but the hard copy of their certificate gets misplaced, what do you do?"¹

As Kevin Knox, chief management officer and co-founder of Orlando, Florida, software company PowerDMS, points out, many police departments devise their own systems to manage their records, but, in the event those records would be needed in a court of law, those systems might not be legitimate in the eyes of a judge.

PowerDMS offers software-as-a-service solutions for managing policies, training, and accreditation records. Each application allows users to draft, revise, disseminate, and report on policies from the web.

"The most common way to do this is pen and paper or a home-grown solution like SharePoint or Excel or even email," Knox said. "All those ways have issues. For accountability and transparency, this is better."²

Such a situation was illustrated in a 2016 trial in Baltimore, Maryland, in which police were charged in the death of city resident Freddie Gray. As part of the case, a judge ruled that email "read receipts"—messages indicating that an email was opened by its recipient—were not sufficient to prove that a specific policy had been communicated to officers.³

Officially recognized by the Commission on Accreditation for Law Enforcement Agencies (CALEA), the PowerDMS solutions can also be used to share other kinds of information. Recently, PowerDMS users in the Secaucus Police Department in New Jersey used PowerDMS to share a video file among officers, which subsequently helped lead to an arrest.⁴

"It starts with policy management," Knox said, "but can be operationalized and spread throughout the workforce."⁵

PowerDMS is not the only records management system that is designed to be more than just an RMS. GeoSafe, based in Norman, Oklahoma, helps public safety officials work together more effectively across agencies and jurisdictions.

GeoSafe Mobile works in the background to connect with computer-aided dispatch (CAD) systems and capture data from incoming calls. The application then goes further by disseminating that call data to a preselected group of responders, then linking the data to a GPS-enabled mapping and tracking system.

"The mobile integrates with CAD to bring that information out to the patrol on foot," said GeoSafe Chief Executive Officer (CEO) Moshe Gutman. "What makes us different is the seamless sharing between agencies. Your agencies and neighboring agencies can work together more effectively."⁶

First responders in Norman, Oklahoma—which houses the University of Oklahoma (OU), as well as GeoSafe headquarters—integrate incident responses across the city of Norman and the sprawling OU campus with GeoSafe Mobile. The solution works with essentially any CAD vendor and reduces response time by disseminating CAD data to responders more quickly, using a mapping system that can be overlaid with street cameras, storm shelters, and even fire hydrants.

"It can be countywide, so agencies can pool their resources together," said Alex Lobodiak, GeoSafe's head of business development. "It's a force multiplier because it's more efficient. You use this across departments to see where others are, and it increases situational awareness that you'd expect to have from a larger city."⁷

Gutman said the solution also can increase safety for those using it. "EMS can track closer to the call because they can see the dispatcher's notes on their device, using the GPS feature to help navigate a police officer through a high-speed pursuit."⁸

Experts stressed that record keeping becomes more effective only as it becomes more thorough. Areas like K9 training and incident documentation are important types of records that can sometimes be overlooked.





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Robert Eden is working to change that. As CEO of Eden K9 Consulting & Training Corporation, based in Calgary, Alberta, Canada, he has overseen the creation of the K9 Activity Tracking System (KATS), a comprehensive RMS geared specifically toward K9 units.

"The system centers around K9-specific record keeping, helping to reduce liability through proper documentation," Eden said. "You can pull the report at the touch of a fingertip and show the circumstances around a given incident. If you ever get queried in court, you have the records to back it up. A lot of agencies are doing it by paper still. It works for all levels of units, and you can customize the system to maintain what you want it to maintain."⁹

Developed by K9 officers, prosecuting attorneys, and software engineers, KATS was the first software developed for law enforcement K9 operations. Usable from virtually any platform, users can view stats for individual officers or for an entire team of dogs.

Managing records around officer training is another area that frequently relies on fragmented or ad hoc systems. Training Officer 2000 is an affordable and user-friendly solution that can transform documentation practices for the better.

"It is a training and personnel records management system. This is standalone software that agencies use to take control of their key records," Carlson said. "Most [law enforcement agencies] use sticky notes or a glorified spreadsheet. This helps them with their accountability and their accreditation standards, and it can remind supervisors when certification is about to expire."¹⁰

With a one-time price point of \$2,495 and premium tech support priced at \$279 per year, Training Officer 2000 is competitively priced compared with competitors, and users have full flexibility over the product once it's purchased. "There are no licensing fees, so it's yours forever and you can install it on as many workstations as you want," Carlson said.¹¹

The results from better documentation are tangible. Ninety-five percent of those who use Faro Zone 3D, a solution that captures and organizes data from traffic incidents for reconstruction and investigation, reported that the quality of their presentations and courtroom deliverables improved as a result of the software. Officials with the software's creator, Lake Mary, Florida-based FARO, report that the solution leads to improved quality of courtroom deliverables. "The diagram captures the scene and gets incorporated when the report is sent off to the state," said Janice White, FARO's director of public safety product management.¹²

Another provider, Envisage Technologies, provides Acadis Readiness, a software suite that aims to simplify and streamline a variety of record keeping and reporting processes, all under one electronic roof.

"Our products foster training automation and the digitization of records resulting in a reduction of overhead typically associated with traditional paper-based processes," said Ari Vidali, CEO of the Bloomington, Indiana, firm. "Additionally, the consolidation of data into the Acadis database is a proven cost reducer through its replacement of multiple systems, thereby mitigating the long-term maintenance costs of the various systems and software our products replace."¹³

An additional industry leader in records management is CrimeCenter Software, the Newark, New Jersey, company that provides a host of solutions to help law enforcement organize and manage many aspects of their day-to-day work. By helping officers not only to gather and organize data, but also to access and harness it more easily, the company helps agencies get their jobs done.

"Our major difference is we focus more on case management than incident management," said CrimeCenter Manager Mike Cunningham. "A lot of RMS have very functional front ends, but then they drop off. A case folder can take files from other systems and add it all together. It allows them to get insight into crimes that are occurring. A lot of times, you keep information about a case in a spiral notebook, but our system is documentation-centric. You build a case piece by piece based on what's been happening."¹⁴

With the wide range of RMS systems available on the market, law enforcement agencies that take the time to carefully examine their current and future records management needs will be able to find the system that is a perfect fit for their agencies and records. ❖

Notes:

¹David Carlson (owner, Sierra Pacific Software), telephone interview, January 11, 2018.

²Kevin Knox (CMO and co-founder, PowerDMS), telephone interview, January 10, 2018.

³Joe Heim and Rachel Weiner, "Baltimore Officer Acquitted On All Counts in Freddie Gray Case," *Washington Post*, May 23, 2016, https://www.washingtonpost.com/local/public-safety/verdict-expected-for-an-officer-charged-in-freddie-gray-case/2016/05/22/55c5b6d2-1ed7-11e6-8c7b-6931e66333e7_story.html?utm_term=.2079a2dff5be.

⁴Knox, telephone interview, January 10, 2018.

⁵Knox, telephone interview, January 10, 2018.

⁶Moshe Gutman (CEO, GeoSafe), telephone interview, January 10, 2018.

⁷Alex Lobodiak (business development, GeoSafe), telephone interview, January 10, 2018.

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⁹Robert Eden (CEO, K9 Consulting & Training Corporation), telephone interview, January 8, 2018.

¹⁰Carlson, telephone interview, January 11, 2018.

¹¹Carlson, telephone interview, January 11, 2018.

¹²Janice White (director of public safety product management, FARO), telephone interview, January 8, 2018.

¹³Ari Vidali (CEO, Envisage Technologies), email, January 15, 2018.

¹⁴Mike Cunningham (manager, CrimeCenter Software), telephone interview, January 11, 2018.

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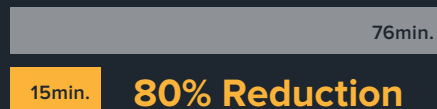
Records Management System

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“

Officers are completing arrest reports before they get to the station, basic reports take about five minutes, and even the most complicated of arrests are done in less than half the time it used to take.

– Patrol Officer,
Washington, D.C. Metropolitan Police Department

The screenshot displays the MARK43 RMS interface. At the top, it shows 'REN #3414567990 - Offense Report'. Below this is the 'Event Information' form, which includes fields for 'Report Taken Date / Time', 'District' (set to 'PSA'), 'Event Start Date / Time', 'Event End Date / Time', 'Unit', 'Responding Officer', and 'Assisting Officer'. To the right of the form is a sidebar with 'CURRENTLY VIEWING' (Report, Event Information, Offense 1: Arson - Malicious burning, destruction, or injury of another's property, Offense 2: Dog Off Leash, Narrative, Submit Report for Approval) and 'RELATED REPORTS' (Case #12313: M. Martinez #123453, Arrest #129123: D-1 Joe Smith Lorem Ipsum Sit Dolor Amet, Arrest #129123: D-1 Joe Smith). Below the form is a 'RECENT PERSONS' list with three entries: Jonathan Smith (aka: Schmidt, Johnny), Jane Doe (aka: JeyJay), and Joseph Doe.

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International Narcotics Control: A Program of Cooperation

By Glen D. King

In celebration of IACP's 125th anniversary, each 2018 issue of Police Chief includes a republished article from the magazine's history, which dates back to 1934. The following article is from the April 1979 Police Chief.

The only viable response to drug abuse problems is now, and always will be, international in scope.

The glut of narcotics abuse news reports suggests to the casual observer that the war against international drug trafficking is totally lost. For too long, the doomsayers have led us to believe that nothing is being done to stem the flow of controlled substances onto our shores. Although a very serious problem continues to exist, it is now time to report on a project that is working!

The largest and busiest transshipment point for narcotics coming into the United States is the South American country of Colombia. Occupying an area of approximately 440,000 square miles, the Republic of Colombia has contiguous shorelines on both the Pacific Ocean and the Caribbean Sea. Its proximity to the Panama Canal and its borders with Ecuador, Peru, Brazil, and Venezuela give it a position of international importance.

Throughout Colombia's thousands of miles of shoreline and inland waterways, hidden by mountainous ranges of the Andes and tropical

undergrowth, the setting is ideal for the illicit activities of the international drug trafficker. Typical to his operation is the clandestine transfer of narcotics (*see accompanying photograph*). A "mother ship," usually a converted tanker or cargo vessel of questionable documentation, is seen loading for transshipment to the United States. You begin to see the enormity of the operation when you consider that 70 percent of cocaine used throughout the world is transshipped in Colombia, and the country's northeastern coastal peninsula of Guajira has displaced Mexico as the principal source of marijuana smuggled into the U.S.

Adding to the problems of location and easy access, the great diversity of laws and regulations existing between nations represents another contributing factor in the international narcotic dealer's marketplace. For example, a tranquilizing drug called Quaalude (pronounced quay-lude) is a derivative of a root product known as methaqualone comes from Germany, is processed in



Thousands of miles of shoreline in Colombia provide an ideal setting for the international drug trafficker to clandestinely transfer illicit drugs to a "mother ship" for transshipment to the United States. Here, the cargo is bales of marijuana.

Colombia, and then transshipped into the U.S.

The burden on U.S. law enforcement agencies caused by such transfers can be significantly reduced to the extent that other governments are capable and willing to control drug production and/or trafficking within their own countries. However, these nations rightfully expect American support of commitments made in international agreement. As individual state legislatures and many federal officials de-emphasize the criminality of marijuana, the U.S. commitment to the 1961 Single Convention is considerably weakened. As a signatory nation to that convention, we have agreed to combat the menace of popularizing the drug. Its open and defiant use and possession in public throughout the U.S. significantly damages our credibility in international relations.

Further to the problem of control is the almost limitless monetary support of the illicit drug industry. Literally, millions of dollars are available to the trading entrepreneurs. In fact, many offenders out on bail while awaiting trial are arrested again for the same offense. It is not uncommon for crew members of the clandestine shipping interests to transfer illegal drugs in order to raise funds for their defense while enjoying release on bail. Multiple arrests mean nothing to them and some judges

simply do not set bonds high enough to deter them from the trade.

Primary emphasis has been on bilateral actions, but supply reduction programs are also conducted by international organizations of which the United States is a member. The programs of these agencies are receiving attention as awareness grows among foreign governments that they too have a domestic drug abuse problem and that multi-lateral assistance from international organizations or other countries may be more welcomed by some producing and trafficking countries rather than bilateral aid. As we can see, nothing short of international agreements and cooperation would be effective against the wide spread activity of such operations.

It has long been recognized that the effective curtailment of trafficking in illegal substances depends heavily upon control being exerted as closely as possible to the source. Inasmuch as the principal drugs of traditional concern, such as heroine and cocaine, are the products of foreign agriculture, the U.S. government has for many years maintained a presence abroad to attack the trafficking in these drugs at points as close as possible to the source of production. Until this decade, U.S. supply reduction efforts were almost exclusively directed toward law enforcement assistance to host country police and customs personnel, the acquiring of information

on trafficking for use in such enforcement action, aiding in the interdiction of illicit drug shipments at our border, and domestic investigation and apprehension of major traffickers with foreign connections.

Today, the U.S. places a high priority on the development of these capabilities in other countries through the Drug Enforcement Administration's "Institution Building" program. Encouraging the greatest commitment from other governments to concentrate on all aspects of illicit production and distribution of drugs, the primary mission of DEA in foreign countries is to assist host government officials in preventing supplies of illicit drugs from entering the U.S. by nurturing the host country's response capability and its commitment to enforcement.

In Colombia, these efforts were met with outstanding enthusiasm and support. The government of Colombia prepared a comprehensive plan supported by Presidential decrees establishing strict control of all air and sea ports to interdict illicit vessel and air traffic. The plan calls for the destruction of clandestine airstrips and the implementation of roadblocks in the Caribbean's Guajira Peninsula—the principal marijuana staging area of Colombia. New regulations over private and commercial aircraft operations and documentation went into effect to govern the filing of and adherence to flight plans, entering and exiting of the country, use of

landing fields, communications with air traffic controllers, use of call signs and markings, and obedience to aeronautic authorities. Similar regulations governing vessels and land vehicles, including documentation of their cargoes and establishing restricted areas, were imposed and are strictly enforced. Heavy fines, seizures, license revocation, and/or imprisonment await violators of the new sanctions.

To enforce the restrictions, the Colombian government is committing contingents of the Army, Navy, Air Force, Customs Maritime Units (Coast Guard), and law enforcement agencies. In January 1978, a special unit was created by Presidential decree. Reporting directly to the Attorney General of Colombia, 116 officers are divided into strike teams of five to seven people to conduct the national drug enforcement effort. Each unit usually consists of two attorneys and three to five investigators.

The results of these host country campaigns are dramatic. The return on our investment of overseas agents and the excellent cooperation they're getting from their foreign counterparts are impressive. Of the worldwide cocaine seizures in 1973, only 9 percent occurred outside of the United States. In 1978, 98 percent of the worldwide cocaine seizures occurred outside of the U.S. In the single year from summer 1977 to summer 1978, cocaine seizures in South America went from 2,644 kilograms to 4,146 kilograms.

The marijuana seizure statistics are equally impressive. In the same time period, South American seizures of marijuana went from 7,714 kilos to 1,243,783 kilos. One other fact must be considered when discussing foreign seizures. The product being taken is high in purity levels because it has not yet reached the distributor's system of dilution. This is the great value of interdiction as close to the source of production as possible.

Enlisting the resources of other governments with their own intelligence, investigative, and border control capabilities provides an in-depth and effective defense against the drug trafficker. While these

enforcement measures now involve a great number of foreign police and customs officers, future emphasis is needed in three broad but interrelated areas—the reduction of supply through curtailing opium poppy, coca bush and marijuana cultivation; the initiation of international programs to reduce the demand for drugs; and the increased use of international organizations to encourage, plan, and finance these measures with foreign governments.

It is known that acreage given over to the cultivation and production of raw drug materials is on the rise as the demands for their illicit products increase throughout the world. Law enforcement assistance and cooperation with foreign governments provide a unique opportunity for us to strengthen, to our mutual advantage, the narcotics control efforts and capabilities of those governments. Greater emphasis on the foreign policy aspects of the drug issue, through the highest and most influential diplomatic channels, will create a framework for future efforts. In order to obtain continuing cooperation from other governments in reducing the flow of illicit drugs to the United States, this country *must* be responsive to the problems of drug abuse which are rapidly increasing in other countries. We can no longer consider drug abuse problems as "foreign" or "domestic." They are now, and always will be, international in scope. Obviously, the only viable response must be through international cooperation. ♦



Glen D. King, [former] Executive Director of the International Association of Chiefs of Police, retired in 1969 from the Dallas, Texas, Police Department, with rank of Assistant Chief of Police after 21 years of service. He then joined the IACP staff as a consultant; was named Director of the IACP Public Affairs Division in 1970; and five years later was appointed by the IACP Executive Committee to Executive Director. He holds a B.S. degree in journalism from Southern Methodist University and an M.A. in law enforcement from Sam Houston State University. He is a graduate of several specialized training programs, including the FBI National Academy and the Traffic Police Administration program of Northwestern University. He has taught at several colleges and universities and has been associated with the Southwestern Legal Foundation and Southwestern Law Enforcement Institute.



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Coming next month:

"Youth Violence in America: Recommendations from the IACP Summit," taken from the December 1996 edition of *Police Chief*.



WOMEN'S LEADERSHIP INSTITUTE



IACP's Women's Leadership Institute (WLI) addresses the unique challenges and opportunities women face and helps them to succeed as they rise through leadership positions in public safety organizations. The course is open to men and women in sworn and non-sworn positions.

Women's Leadership Institute participants will:

- Further leadership skills and prepare for advanced leadership positions.
- Understand internal and external stakeholders and the impact of their individual differences.
- Learn the value of and how to have crucial conversations.
- Create a strategic career plan.
- Meet and learn from others to bring proven practices and strategies back to their organizations.
- Increase their professional network.

CURRENT OPPORTUNITIES

ST, LOUIS, MISSOURI, 2018

June 17-22

NASHVILLE, TENNESSEE, 2018

August 12-17

OTTAWA, ONTARIO, CANADA, 2018

September 16-21

CHANDLER, ARIZONA, 2018

October 21-26

COST

\$1,380. This includes course materials and select meals.

Early registration discounts available.

FOR MORE INFORMATION:



WLIteam@theIACP.org • theIACP.org/WLI
800.THE.IACP

Participate in the **2018** **MEMBER•TO•** **MEMBER DRIVE!**

**Runs February 1 to
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BRING IN NEW MEMBERS AND WIN PRIZES!

You know the value of IACP membership. Share the benefits with others by encouraging them to join as new members.

In honor of **IACP's 125th Anniversary** — Every member is encouraged to recommend new members to join and be rewarded for your efforts.

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Recommend one new member and receive an official **IACP gift***.

Recommend 5 new members and receive a free registration to the **2018 IACP Annual Conference and Exposition**, October 6 - 9, 2018, in Orlando, Florida, USA. (a \$425 value!)

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Developing
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2018 MEMBER-TO-MEMBER DRIVE RULES AND INFORMATION:

- 1** In order to qualify for prizes, new members must use the 2018 Member-to-Member Membership Drive application. Photocopies are acceptable.
- 2** Applications must be received at IACP Headquarters by the **close of business June 30, 2018**.
- 3** Renewing members do not qualify for this drive.
- 4** Prizes are non-transferable.
- 5** Members will be sent/notified of all prizes and incentives following the conclusion of the drive.
- 6** *The first 250 members to sponsor a new member in the drive will receive the official IACP gift. The item sent will be at the discretion of the IACP.



IACP Member-To-Member Drive Application

International Association of Chiefs of Police
P.O. Box 62564
Baltimore, MD 21264-2564, USA
PHONE 1.800.THE IACP • 703.836.6767 • FAX 703.836.4543
theIACP.org

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 am recommended for membership by: _____

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

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

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

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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
University name: _____

Optional Section Memberships:

☐ Capitol Police Section \$30

☐ Defense Chiefs of Police Section \$15

☐ Drug Recognition Expert (DRE) \$25

☐ Indian Country Law Enforcement \$25

☐ Intl Managers Police Academy & College Training \$25

☐ Law Enforcement Information Management (LEIM) \$25

☐ Legal Officers \$35

☐ Mid-Sized Agencies Section \$50

☐ Police Foundations Section \$20

☐ Police Physicians \$35

☐ Police Psychological Services—initial processing fee \$50

☐ Public Information Officers \$15

☐ Public Transit Police No Charge

☐ Railroad Police No Charge

☐ Retired Chiefs of Police No Charge

☐ Smaller Department Section \$20

☐ S & P Police Alumni Section No Charge

☐ S & P Police Academy Directors No Charge

☐ S & P Police Planning Officers No Charge

☐ University/College Police—Initial Member \$50

☐ University/College Police—Additional members \$15

NEW MEMBERS

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

The full membership listing can be found in the members-only area of the IACP website (www.theiacp.org).

Contact information for all members can be found online in the members-only IACP Membership Directory.

*Associate Members

All other listings are active members.



AUSTRALIA

Queensland

Brisbane

Stewart, Mark, Inspector, Operations, Queensland Police Service

Victoria

Melbourne

*Abbas, Muhammad, Researcher, RMIT University

BAHAMAS

Freeport

*Wilchcombe, Linden F., Director of Security, Grand Bahama Airport Authority

Nassau

*Ifill, Grantley, President/CEO, Migrafill Security Group

CANADA

Alberta

Camrose

Neufeld, Mark W., Chief of Police, Camrose Police Service

Edmonton

*Butler, Kelly, Student, Fielding Graduate University
*Jhinjar, Harpreet S., Police Officer, Edmonton Police Service

Lethbridge

Woods, Scott, Deputy Chief of Police, Lethbridge Police Service

British Columbia

Victoria

Leslie, Jereme A., Sergeant, Saanich Police Dept
Warren, Robert, Inspector, Saanich Police Dept

New Brunswick

Quispamsis

Gallant, Wayne, Chief of Police, Kennebecasis Regional Police Force

Ontario

Cornwall

Aikman, Danny, Deputy Chief of Police/Chief Designate, Cornwall Community Police Service

Orillia

Dart, Kari, Superintendent, Ontario Provincial Police

Ottawa

*Dansereau, Guylaine A., Professional Responsibility Officer, RCMP

Toronto

McLean, Barbara, Deputy Chief of Police, Toronto Police Service

Windsor

*Petrilli, Leo, Peer Support Recovery Specialist, Introduction: Looking Within Me

Quebec

Montreal

*Courchesne, Gaetan, Director of Security, Power Corp of Canada

Pointe Claire

*Bianco, Tonino, Private Investigator, National Criminal Investigation Services Inc.

ENGLAND

Bradford

*Islam, Mohammad Tarequl, Student, Conflict Security and Development, University of Bradford

NIGERIA

Abuja

Folmi, Komo Bilyaminu, Assistant Superintendent of Police, Nigeria Police Force

Ikare Akoko

*Kazeem, Sunmonu Abonde, Police Officer, Nigeria Police Force

Ikeja

*Ajayi, Osagie Moses, Chief Security Officer, Maritime Workers Union of Nigeria

*Akiti, Ubogu Anthony, Assistant Chief Security Officer, Maritime Workers Union of Nigeria

*Akorede, Abass Saheed, Sergeant, Nigeria Police Force

*Alaba, Amusat Ibrahim, Security Manager, A One Logistics Ltd

*Olatokunbo, Adeolu Olasumbo, Administrative Officer, Maritime Workers Union of Nigeria

Lagos

*Oriri, Folake Agnes, Inspector of Police, Nigeria Police Force

Obalende

Adaramola, Dauda, Deputy Superintendent of Police, Nigeria Police Force

Gboyega, Oyeniyi Oluwaseun, Police Officer, Nigeria Police Force

Ibrahim, Haruna Aaron, Assistant Superintendent of Police, Nigeria Police Force

*Ojo, Adekunle, Police Officer, Nigeria Police Force
Okon, Effiong, Deputy Superintendent of Police, Nigeria Police Force

*Osagie, Festus, Police Officer, Nigeria Police Force

Okerube

*Osarenren, Uhumwangho, Police Officer, Nigeria Police Force

Victoria Island

Ajibade, Olufemi, Assistant Superintendent of Police, Nigeria Police Force

PAKISTAN

Mandi Bahauddin

Mukhtar, Faisal District Police Officer, Punjab Police

SCOTLAND

Glasgow

Adams, Richard F., Superintendent, Police Scotland

SLOVAKIA (SLOVAK REPUBLIC)

Trnava

*Marek, Viktor, President, NABK UNIPOL

SWITZERLAND

Granges Paccot

Raphael, Hermann, Sergeant/Deputy Chief, Police Cantonale Fribourg

TRINIDAD AND TOBAGO

Port of Spain

*Corbett, Noel, Director of Security Services, The University of the West Indies

UNITED STATES

Alabama

Hoover

*Page, Barry, Deputy Director, National Computer Forensics Institute

Arizona

Goodyear

Costello, Jason, Lieutenant, Goodyear Police Dept

Mesa

*Caracciolo, Liz, SVP/General Manager, Safety Solutions, American Traffic Solutions Inc.

Phoenix

*Telep, Cody, Assistant Professor, Arizona State University

Scottsdale

Hall, Chris, Commander, Scottsdale Police Dept
Slavin, Richard, Commander, Scottsdale Police Dept

South Tucson

Amado, Manuel A, Chief of Police, South Tucson Police Dept
Shonk, Kevin S, Commander, South Tucson Police Dept

Tempe

*Cano, Anna, Field Training Officer, Tempe Police Dept
*Fuller, Miranda, Director of Marketing, Virtra

Tuba City

Williams, Leonard, Lieutenant, Navajo Police Dept

Arkansas

Little Rock

Taylor, Steven, Lieutenant, Little Rock Police Dept

California

Auburn

Bell, Devon, Sheriff, Placer Co Sheriff's Office

Bakersfield

*Valenti, Mary, Psychologist, Mary Valenti PhD Inc.

Boulevard

Vazquez, Anthony, Chief, Manzanita Tribal Police Dept

Cabazon

Pemberton, Joseph, Chief of Police, Riverside Co Sheriff's Dept

Carlsbad

*Reyes, Paul, Sergeant, Carlsbad Police Dept

Daly City

Hensley, Patrick D, Chief of Police, Daly City Police Dept

Fontana

Escarpe, James R, Captain, Fontana Police Dept

Hemet

Webb, Charles R, Chief of Police, Hemet Police Dept

Irvine

*Cameron, Chris, Police Officer, Irvine Police Dept

Livermore

*Pearson, Scott, Director, Vigilant Solutions

Los Angeles

Hudson, Daniel K, Watch Commander/Lieutenant, Los Angeles Police Dept
Schubert, Allen, Lieutenant, Los Angeles Police Dept

Madera

Foss, Daniel, Lieutenant, Madera Police Dept

Moffett Field

Oster, Michael, Lieutenant/Watch Commander, NASA Protective Services

Ontario

Duffield, John, Captain, Ontario Police Dept
Lorenz, Michael B, Captain, Ontario Police Dept

Perris

Clark, Mark A, Chief of Police, Val Verde Unified School District Police

Rancho Cordova

Straw, Brandon, Lieutenant Commander, California Hwy Patrol

Redding

Moore, Roger L, Chief of Police, Redding Police Dept

Ridgecrest

McLaughlin, Jed, Chief of Police, Ridgecrest Police Dept

Riverside

Phillips, Leon, Director of Public Safety, California Baptist University

Sacramento

*Danmeier, Austin, Sergeant, California Hwy Patrol
Hahn, Daniel, Chief of Police, Sacramento Police Dept
Rowe, Patrick J, Chief, California Hwy Patrol

Salinas

Filice, Roberto B, Assistant Chief of Police, Salinas Police Dept

San Diego

*Catone, Mark, Director, TriTech Software Systems
*Highlander, Michael Volunteer, San Diego Police Dept

San Jose

Rose, Tanaya, Lieutenant, Santa Clara Co Prosecutor's Office

San Rafael

*Dunnigan, Ryan, Police/Forensic Psychologist, Dunnigan Psychological & Threat Assessments LLC

Santa Barbara

Bonner, Craig M, Sheriff's Commander, Santa Barbara Co Sheriff's Office

Santa Clarita

*Rocke, John C, Instructor Police Science, Law Offices of John C. I. Rocke

Scotts Valley

Dean, Michael, Lieutenant, Scotts Valley Police Dept

Stockton

*Meadows, Matthew, Police Services Manager, Stockton Police Dept

Tustin

Blair, Jeff, Captain, Tustin Police Dept

Union City

*Odom, Kyle, Senior Systems Analyst, Union City Police Dept

Colorado

Aurora

*Rossi, Kevin, Sergeant, Aurora Police Dept

Boulder

*Nagl, Amanda, Engagement Manager, Bang the Table

Centennial

Etheridge, Larry, Bureau Chief, Arapahoe Co Sheriff's Office

Colorado Springs

*Van Kampen, Janet, Program Director Public Safety Initiative, University of Colorado Colorado Springs

Greenwood Village

*Fox, Stephanie, Psychologist, Psychological Dimensions

Westminster

Barron, Kimberly, Deputy Chief of Police, Westminster Police Dept

Connecticut

Berlin

Ciuci, Christopher C, Deputy Chief of Police, Berlin Police Dept

Orange

Martins, Maximiano, Assistant Chief of Police, Orange Police Dept

Seymour

Satkowski, Paul, Deputy Chief of Police, Seymour Police Dept

West Hartford

*Brewer, James, Adjunct Professor, University of Hartford
Coppinger, Daniel, Chief of Police, West Hartford Police Dept

Delaware

Wilmington

Schuette, Mark, Chief of Police, U.S. Dept of Veterans Affairs

District of Columbia

Washington

Brady, Kelly, Deputy Assistant Director, ATF/Justice

Florida

Dade City

*Lamb, Billy, CEO, Stability Group Inc

Deland

Almodovar, Raymond, Lieutenant, Stetson University, Dept of Public Safety

Edgewood

Freeburg, John T, Chief of Police, Edgewood Police Dept

Fort Lauderdale

Schultz, William, Captain, Fort Lauderdale Police Dept

Green Cove Springs

Barreira, Steven, Chief, Clay Co Sheriff's Office

Groveland

Curtis, Ronald, Commander, Groveland Police Dept
Loney, Armando, Deputy Chief of Police, Groveland Police Dept
Ramsey, Shawn, Chief of Police, Groveland Police Dept

Hollywood

Negrey, Mary M, Assistant Chief of Police, Seminole Police Dept

Jacksonville

Mitchell, John, Deputy Chief, Federal Reserve Bank Police

*Nelson, Melissa, State Attorney, State Attorney's Office, Fourth Judicial Circuit

*Roberts, Timothy E, Law Enforcement Coordinator, Florida Law Enforcement Liaison Program

Melbourne

*Gibbens, James, Director, Brevard Police Testing and Selection Center

*Steffens, John, Student, Florida Institute of Technology

Miami

Carr, Dana, Major, Miami Police Dept
Melancon, Louis, Assistant Chief of Police, Miami Police Dept

North Miami Beach

Rand, Richard D, Major, North Miami Beach Police Dept

Ocoee

*Baker, Anthony, Sergeant, Florida Hwy Patrol

Plantation

*Zelniker Presser, Melissa, Police Legal Advisor, Plantation Police Dept

Tallahassee

Barrs, Derek D, Chief, Florida Hwy Patrol
Martin, William J, Captain, Florida Fish & Wildlife Conservation Commission

West Palm Beach

Frankiewicz, Richard, Sergeant, Palm Beach Co Sheriff's Office

*Herst, Dana, Assistant City Attorney, West Palm Beach Police Dept

Ivanovic, Mirko, Sergeant, Palm Beach Co Sheriff's Office

Panzer, Andrew, Detective, Palm Beach Co Sheriff's Office

*Peebles, Gerald, Division Manager, Palm Beach Co Sheriff's Office

Winter Park

Marcum, Pamela, Captain, Winter Park Police Dept

Georgia

Atlanta

Sulborski, Mark, Chief of Police, Fulton Co Schools Police Dept

Lawrenceville

Wallis, Timothy, Captain, Lawrenceville Police Dept

Locust Grove

Ahmad, Rafiq, Special Agent in Charge, US Dept of Labor

Hawaii

Kapolei

*Hoffer, Tia, Special Agent, FBI

Idaho

Caldwell

Riley, Devin, Captain, Caldwell Police Dept

Illinois

Carol Stream

Degnan, Jeffrey A, Deputy Chief of Police, Carol Stream Police Dept
Sailer, Edward F, Chief of Police, Carol Stream Police Dept

Chicago

*Foster, Jacquelyn L, Administrative Assistant III, City of Chicago, Office of the Inspector General

Dixon

Howell, Steven, Chief of Police, Dixon Police Dept

Farmer City

Scott, Terry, Chief of Police, Farmer City Police Dept

Fulton

Bartels, David, Chief of Police, Fulton Police Dept

Geneva

Passarelli, Eric M, Chief of Police, Geneva Police Dept

Hampshire

Jones, Hobert, Lieutenant, Hampshire Police Dept

Havana

Hindahl, Jeremiah D, Chief of Police, Havana Police Dept

Palatine

Vargas, Mike, Patrol Commander, Palatine Police Dept

Park Forest

Rzyski, Brian, Deputy Chief of Police, Park Forest Police Dept

Peoria

Mushinsky, Michael B, Captain, Peoria Police Dept

Shiloh

Wittenauer, Richard, Chief of Police, Shiloh Police Dept

Urbana

*Bradley, Jason, Sergeant, University of Illinois Police Dept

Washington

McCoy, Michael D, Chief of Police, Washington Police Dept

Waukegan

Fitzgerald, Edward T, Commander, Waukegan Police Dept

Petrillo, Jonathan, Chief, Lake Co Sheriff's Office

Western Springs

Albrecht, Daniel M, Deputy Chief of Police, Western Springs Police Dept

Westmont

Thompson, Stephen D, Deputy Chief of Police, Westmont Police Dept

Wheaton

*Norris, Bob, Chief of Public Safety, Wheaton College
Volpe, James F, Chief of Police, Wheaton Police Dept

Indiana

Indianapolis

Barker, Joshua, Commander, Indianapolis Metro Police Dept
Tappy, Todd, Director, Indiana Dept of Correction

Jasper

Persohn, Aaron L, Assistant Chief of Police, Jasper Police Dept

Lafayette

Bishop, Brad, Deputy Chief of Police, Lafayette Police Dept

Rensselaer

Anderson, Matthew A, Chief of Police, Rensselaer Police Dept

Iowa

Centerville

Demry, Tom R, Chief of Police, Centerville Police Dept

Des Moines

Phillips, Douglas, Commander, Iowa State Fair Police Dept

Preston

Heiar, Scott, Chief of Police, Preston Police Dept

Story City

Sporleder, Matt L, Chief of Police, Story City Police Dept

Kansas

Andover

Schroeder, Joseph, Operations Division Commander, Andover Police Dept

Bonner Springs

Naff, William, Chief of Police, Bonner Springs Police Dept

Edwardsville

Short, Jeff R, Assistant Chief of Police/Captain, Edwardsville Police Dept

Norton

Cullumber, Gerald, Chief of Police, Norton Police Dept

Overland Park

Houlahan, Brian, Captain, Overland Park Police Dept

Topeka

Cochran, Bill, Chief of Police, Topeka Police Dept
Wheeles, Bryan, Deputy Chief of Police, Topeka Police Dept

Waukee

Finley, Shane, Chief of Police, Waukee Police Dept

Louisiana

Baton Rouge

Martin, Samuel, Colonel, Louisiana Dept of Wildlife & Fisheries
Noel, Mike, Assistant Superintendent, Louisiana State Police

Lafayette

Zerangue, Gregory, Deputy Chief/Clery Compliance Coordinator, University of Louisiana Lafayette Police Dept

New Orleans

Anderson, Andrew, Assistant Special Agent in Charge, FBI

*Lawing, Kathryn, Psychologist, Lawing Psychology LLC

Maine

Bridgton

Reese, Timothy, Sergeant, Bridgton Police Dept

Pittsfield

Bickmore, Harold V, Chief of Police, Pittsfield Police Dept

Maryland

Annapolis

Baker, Scott S, Chief of Police, Annapolis Police Dept

Baltimore

Ellis, Chad R, Acting Chief of Police, University of Baltimore Police Dept

*Zumbrun, Jay, Professor, Community College of Baltimore Co.

Bowie

*DeRight, Bethany, Crime Analyst, Bowie Police Dept

College Park

Moss, Raphael, Lieutenant, University of Maryland Police Dept

Frederick

Sommers, Dwight, Captain, Frederick Police Dept

Rockville

Satinsky, Jordan, Lieutenant, Montgomery Co Police Dept

*Schulz, Jodi, Senior Assistant, City Attorney, City of Rockville

St. Mary's City

Setlak, Tressa, Director of Public Safety, St. Mary's College of Maryland

Massachusetts

Charlton

Maxfield, Graham, Chief of Police, Charlton Police Dept

Groveland

Gillen, Jeffrey, Chief of Police, Groveland Police Dept

Hull

Reilly, Neil J, Deputy Chief of Police, Hull Police Dept

Marlborough

Giorgi, David A, Chief of Police, Marlborough Police Dept

Medfield

*Lewis, Steve, Vice President, Openalpr

Oxford

Saad, Anthony P, Chief of Police, Oxford Police Dept

Revere

Lavita, Maria, Detective Lieutenant, Revere Police Dept

West Springfield

*Heiney, Jonathan, Founder, IPD Enterprises LLC

Whitman

*MacNeil, Josh, Director of Technology, Town of Whitman

Worcester

Davenport, Kenneth J, Captain, Worcester Police Dept

Michigan

Ann Arbor

McCormick, Sean P, Lieutenant, Pittsfield Township Police Dept

Clay

Koach, Michael, Chief of Police, Clay Township Police Dept

Detroit

*Anderson, John M, Director of Support Operations, Detroit Public Schools Police Dept

Brackens, Stacy P, Chief of Police, Detroit Public Schools Police Dept

Christian, Gary B, Inspector, Detroit Public Schools Police Dept

Davis, James, Director, Wayne Co Sheriff's Office

*Lyons, William J, Director Criminal Conviction, Detroit Public Schools Police Dept

Dimondale

*Aldrich, Wayne, Systems Support Unit Manager, Michigan State Police

Flint

*Dittmer, Chase, Student, Baker College

Grosse Pointe Shores

Schulte, John J, Chief of Police, Grosse Pointe Shores Dept of Public Safety

Lansing

Clark, Beth A, Division Commander, Michigan State Police

Mount Clemens

Keith, Craig, Chief of Investigations, Macomb Co Prosecutor's Office

Newaygo

Andres, Georgia, Chief of Police, Newaygo Police Dept

St. Clair

Raker, Timothy M, Chief of Police, St. Clair Police Dept

Minnesota

Anoka

Anderson, Justin E, Captain, Anoka Police Dept

Blaine

Podany, Brian L. S., Chief of Police/Safety Services Manager, Blaine Police Dept

Brainerd

McQuiston, Corky T, Chief of Police, Brainerd Police Dept

Rochester

*Panning, Hunter, Student, Rochester Community & Technical College

Saint Paul

Karsnia, Dave, Lieutenant, Minneapolis St. Paul Intl Airport Police

Toupal, Matthew, Deputy Chief of Operations, St. Paul Police Dept

Welch

*Harjo, Danny, Grants Manager, Prairie Island Tribal Police Dept

Mississippi

Biloxi

Wills, Michael, Assistant Chief of Police, Biloxi Police Dept

Gulfport

Petersen, Craig A, Deputy Commander, Gulfport Police Dept

Jackson

Davis, James E, Deputy Chief of Police, Jackson Police Dept

Moore, Anthony L, Chief of Police, Jackson Police Dept

Wade, Joseph, Deputy Chief of Police, Jackson Police Dept

Missouri

Canton

Crandell, Ryan A, Chief of Police, Canton Police Dept

Excelsior Springs

Tarrant, Larry L, Lieutenant, Excelsior Springs Police Dept

Liberty

Bazzano, Jon, Deputy, Clay Co Sheriff's Office

Plattsburg

Oroark, Shane, Captain, Clinton Co Sheriff's Office

Saint Charles

*Aulbert, Michael, Sergeant, St. Charles Police Dept

Springfield

*Cox, Lisa, Public Affairs Officer, Springfield Police Dept

St. Louis

Hoelzer, Gary A, Chief of Police, Town & Country Police Dept

*Panzer, Sally, CIT Coordinator Officer, St. Louis Metropolitan Police Dept

Montana

East Helena

Harrington, William, Chief of Police, East Helena Police Dept

Libby

Kessel, Scott, Chief of Police, Libby Police Dept

Nebraska

Kearney

Schleusener, Daniel, Chief Deputy, Buffalo Co Sheriff's Office

Nevada

Carson City

Chambers, Bart J, Chief State Fire Marshal Division, Nevada Dept of Public Safety

McDonald, Robert, Lieutenant, Nevada Legislative Police

Henderson

*Bellow, John, Patrol Officer, Henderson Police Dept

New Hampshire

Durham

*Kalmbach, Michael J, Program Manager, Fox Valley Technical College

Keene

Russo, Steven, Chief of Police, Keene Police Dept

Laconia

Moyer, Michael A, Sheriff, Belknap Co Sheriff's Office

Lincoln

Wood, Jeannine, Sergeant, Lincoln Police Dept

Londonderry

Morrison, Mark, Lieutenant, Londonderry Police Dept

North Haverhill

Alling, Brandon, Chief of Police, Haverhill Police Dept

New Jersey**Brick**

Forrester, David, Captain, Brick Twp Police Dept

Califon

Barlow, Timothy, Chief of Police, Tewksbury Twp Police Dept

Camden

Townsend, William A, Deputy Chief, Camden Co Prosecutor's Office

Cape May Court House

Sutherland, Jeffrey, County Prosecutor, Cape May Co Prosecutor's Office

Essex Fells

Volker, Darren S, Lieutenant, Essex Fells Police Dept

Highlands

Burton, Robert T, Chief of Police, Highlands Police Dept

Jersey City

Kelly, Michael, Chief of Police, Jersey City Police Dept
Scerbo, Nicholas, Executive Officer, Office of the Chief, Jersey City Police Dept

Linden

Hart, David R, Chief of Police, Linden Police Dept

Mendham

Camoia, John S, Chief of Police, Mendham Borough Police Dept

Montclair

Jakubas, Janine, Lieutenant, Montclair State University Police Dept

New Brunswick

Epstein, Brandon, Detective Sergeant, New Brunswick Police Dept

Nutley

*Scalera, Frederick, Director of Public Safety Strategies, AT&T

Paterson

Baycora, Ibrahim, Deputy Chief of Police, Paterson Police Dept
Fulco, Anthony J, Chief of Detectives, Passaic Co Prosecutor's Office
Valdes, Camelia M, County Prosecutor, Passaic Co Prosecutor's Office

Roseland

*Scott, James Sr., Director, Global Investigations & Forensic Services, ADP

Sewell

Gurcsik, Patrick M, Chief of Police, Washington Twp Police Dept

Whitehouse Station

Dewire, Christopher, Lieutenant, Readington Twp Police Dept

New Mexico**Albuquerque**

Medina, Harold, Deputy Chief of Police, Albuquerque Police Dept
*Wolf, Joseph, Faculty, Central New Mexico Community College

Farmington

Doering, Micah, Captain, New Mexico State Police

New York**Albany**

Page, David, Chief, Director of Law Enforcement, New York State Park Police
*Tillou, Jason, Criminal Justice Program Representative, New York State Division of Criminal Justice Svcs

Croton On Hudson

Harper, Russel H, Chief of Police, Croton on Hudson Police Dept

New York

Coleman, Kevin, Captain, New York City Police Dept
De La Rosa, Carlos, Lieutenant, NYC Administration for Children's Services
*Harris, Donna, Public Information Representative, US Postal Inspection Service
Hofmann, Nilda, Deputy Chief, New York City Police Dept
Nikunen, Larry W, Assistant Chief, New York City Police Dept
Pichardo, Fausto B, Executive Officer/Assistant Chief, New York City Police Dept
Wong, Wilem, Sergeant, New York City Police Dept
*Zong, Kai, Student, People's Public Security University of China

Poughkeepsie

Cavaliere, Joseph, Lieutenant, Town of Poughkeepsie Police Dept

Schenectady

Manikas, G. William, Chief of Police, Rotterdam Town Police Dept

Suffern

*Smith, Deirdre, Sergeant, Suffern Police Dept

Troy

Owens, Brian, Assistant Chief of Police, Troy Police Dept

Valley Stream

*Casanova, Chris, President, Design Video Security Systems

White Plains

*Ineson, Paul, Network Specialist, White Plains Dept of Public Safety

North Carolina**Chapel Hill**

*Nato, Billy, Accreditation Manager, University of North Carolina Chapel Hill

Flat Rock

Dodd, Daran, Chief of Police, Blue Ridge Community College Police Dept

High Point

Stroud, Jonathan, Assistant Chief of Police, High Point Police Dept

Kings Mountain

Tessneer, Jerry, Chief of Police, Kings Mountain Police Dept

Raleigh

Amstutz, Bradley, Captain, Raleigh Police Dept
German, Dirk L., Interim Assistant Director, North Carolina State Bureau of Investigation
*Gray, Angel E., General Counsel, North Carolina State Bureau of Investigation
*Merriweather, Terrance L, Branch Head Alcohol Law Enforcement, North Carolina State Bureau of Investigation
Rogers, April M., Assistant Director, North Carolina State Bureau of Investigation
Thomas, Gerald R., Assistant Director, North Carolina State Bureau of Investigation

Salisbury

*Laney, F. Wayne, Instructor, Rowan Cabarrus Community College

Ohio**Solon**

*Kellermeyer, Doug, Project Manager, Govt Technology & IT/Cybersecurity, Direct Recruiters Inc.

West Chester

Rebholz, Brian L., Assistant Chief of Police, West Chester Twp Police Dept

Oklahoma**Oklahoma City**

Kavenius, Michael, Lieutenant, Oklahoma City University Police Dept
Rodgers, Jennifer, Chief of Police, Oklahoma City University Police Dept
Smoot, Erik, Lieutenant, Oklahoma ABLE Commission

Salina

Lyons, Jonathan T. H., Chief of Police, Salina Police Dept

Shawnee

Taylor, Rodney, Deputy Chief of Police, Shawnee Police Dept

Tahlequah

*Fisher, Jeremie W., Emergency Management Dept Manager, Cherokee Nation Marshal Service

Tulsa

*Mugavero, Dana, Director, First Responder Support Services PLLC

Oregon**Bend**

*McCabe, Kathleen, Professor, Central Oregon Community College

Corvallis

Wood, Cord, Lieutenant, Corvallis Police Dept

Gold Beach

Wood, Tracy E., Chief of Police, Gold Beach Police Dept

Hermiston

Eynon, Travis, Captain, Hermiston Police Dept

Oregon City

*Docekal, Tony, IT Manager, Clackamas Co Sheriff's Office

Portland

*Burley, Christopher, Sergeant/Public Information Officer, Portland Police Bureau

*Martinek, Brian, Executive Director, Northwest Regional Reentry Center

Salem

*Sanfilippo, Kirk M., Law Enforcement Risk Management Consultant, City County Insurance Services

Pennsylvania

Bethlehem

Schiffer, Jason, Chief of Police, Lehigh University

Dallas

Higgins, Douglas, Chief of Police, Dallas Twp Police Dept

East Stroudsburg

*Ruck, Richard A., Professor of Criminal Justice, East Stroudsburg University of Pennsylvania

Fort Washington

Wade, Daniel, Deputy Chief of Police, Upper Dublin Twp Police Dept

Philadelphia

Kappe, George, Inspector, Philadelphia Police Dept

Sharon

Stabile, Edward H., Chief of Police, City of Sharon Police Dept

South Carolina

Columbia

Geary, Irick, Major, University of South Carolina
Prill, Scott W., Deputy Chief of Police, University of South Carolina

Tennessee

Chattanooga

*Bostock, Stuart, Executive Group President, Security Centres International Ltd.

Cookeville

Armour, Dale, Chief of Police, Algood Police Dept

Harriman

Humphrey, Kenneth, Assistant Chief of Police, Harriman Police Dept

Knoxville

Holliday, Gary, Deputy Chief of Police, Knoxville Police Dept

Nashville

Hamilton, Michael L., Major, Tennessee Hwy Patrol
Perry, James M., Major, Tennessee Hwy Patrol

Savannah

*Bowen, Jeremy, Sergeant, Savannah Police Dept

Texas

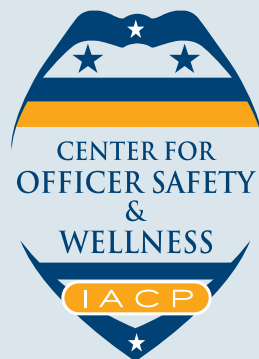
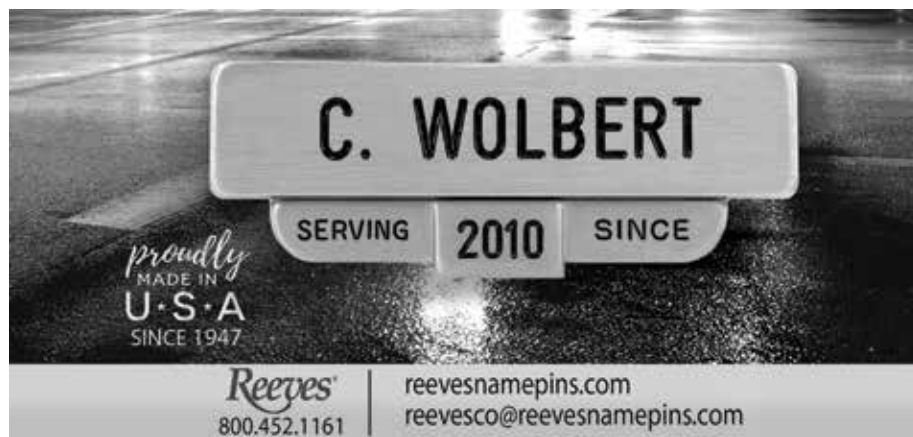
Arcola

Torres, Brandon, Chief of Police, Arcola Police Dept

Austin

*Hooper, Zena, Director of Victim Services, Office of the Governor

*Night, Ryan, Account Manager, Ikey Ltd.



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.

Detective Michael R. Doty

York County Sheriff's Office, South Carolina
Date of Death: January 17, 2018
Length of Service: 12 years (with agency)

Deputy U.S. Marshal Christopher David Hill

U.S. Department of Justice, United States Marshals Service
Date of Death: January 18, 2018
Length of Service: 11 years (with agency)

Deputy Sheriff Heath Gumm

Adams County Sheriff's Office, Colorado
Date of Death: January 24, 2018
Length of Service: 5 years

Police Officer Glenn Anthony Doss, Jr.

Detroit Police Department, Michigan
Date of Death: January 28, 2018
Length of Service: 2 years

Deputy Sheriff Micah Flick

El Paso County Sheriff's Office, Colorado
Date of Death: February 5, 2018
Length of Service: 11 years

Deputy Sheriff Steven Belanger

Los Angeles County Sheriff's Department, California
Date of Death: February 6, 2018
Length of Service: 7 years

Reserve Officer Jarate Condit

Asher Police Department, Oklahoma
Date of Death: February 6, 2018

Police Officer David Sherrard

Richardson Police Department, Texas
Date of Death: February 7, 2018
Length of Service: 13 years

Troyanski, Michael, Commander, Texas Dept of Criminal Justice OIG

Corpus Christi

*Johnson, Greg, Systems Specialist I, City of Corpus Christi

*Trevino, David, IT Public Safety Manager, City of Corpus Christi

Dallas

Anderson, Lonzo, Assistant Chief of Police, Dallas Police Dept

Shaw, Angela M., Assistant Chief of Police, Dallas Police Dept

El Paso

Lanahan, John H., Lieutenant, Internal Affairs Division, El Paso Police Dept

Fort Stockton

Skelton, Ryan, Chief of Police, Fort Stockton Police Dept

Georgetown

Fikac, Roy, Law Enforcement Bureau Chief, Williamson Co. Sheriff's Office

Grapevine

*McNew, Amanda, Media Manager, Grapevine Police Dept

Lancaster

Maston, Leshai, Chief of Police, Lancaster ISD Police Dept

Pasadena

Styron, Rick, Assistant Chief of Police, Pasadena Police Dept

Pearland

Nichols, John Kevin, Captain, Pearland Police Dept

Plano

*Wilder, Scott, Fraud Control Manager, Toyota Financial Services

Stephenville

*Fitzjarrell, Shauna, Professor, Tarleton State University

Van Alstyne

Barnes, Tim, Chief of Police, Van Alstyne Police Dept

Vidor

Carroll, Rod, Chief of Police, Vidor Police Dept

Vermont

Essex Junction

Garey, Rick P., Chief of Police, Essex Police Dept

Milton

Laroche, Stephen, Chief of Police, Milton Police Dept

Virginia

Alexandria

*Verdejo, Shelley, Director, Law Enforcement Policy & Support, US Dept of Defense

Chesapeake

*Astrin, Mathew, Director of Public Safety Design, RRMM Architects PC

Fairfax

*Ramirez, Rachelle, Management Analyst II, Fairfax County

Hemdon

*Brooks, Matt, Vice President Americas, Magnet Forensics

Norfolk

Slovensky, Peter, Captain, Norfolk Airport Police Dept

North Chesterfield

Hanley, Matthew D., Major, Virginia State Police

Richmond

Irving, Antionette V., Sheriff, Richmond City Sheriff's Office

*Lyerly, Kathy, Director Corporate Security, Altria Client Services Inc

Staunton

Kauffman, Chad, Lieutenant, Staunton Police Dept

Washington

Arlington

Cone, Daniel, Deputy Chief of Police, Arlington Police Dept

Mill Creek

Eastman, Scott, Deputy Chief of Police, Mill Creek Police Dept

Newman Lake

*Johansen, Jim, Executive Director, Washington State Crime Prevention Assn

Olympia

*Baird, Kevin, Information Security Officer, Washington State Patrol

Seattle

Fowler, Christopher J., Deputy Chief of Police, Seattle Police Dept

West Virginia

Charles Town

*Tovar, Ruth, Student, American Military University

Wisconsin

East Troy

Rather, Mark, Deputy Chief of Police, East Troy Village Police Dept

Fitchburg

Brecklin, Chad, Chief of Police, Fitchburg Police Dept

Jefferson

Pileggi, Kenneth M., Chief of Police, Jefferson Police Dept

Oshkosh

Schoeni, Kurt, Assistant Chief of Police, Oshkosh Police Dept

Rhineland

Gauthier, Lloyd J., Chief of Police, Rhineland Police Dept

Stevens Point

*De Boer, Dorothy, Professor and Criminal Justice Coordinator, University of Wisconsin Stevens Point

Waukesha

Carnahan, Timothy L., Captain/Region Commander, Wisconsin State Patrol

Wauwatosa

*Wex, Cory A., Sergeant, Wauwatosa Police Dept

Wyoming

Cheyenne

*Wiltanger, Eric J., Deputy Director, Wyoming Division of Criminal Investigation

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 him.

Joey Benford, Lieutenant (ret.), Prince George's County, Maryland

J. Michael Bennett, Chief of Police, Jasper, Indiana

William Chin-Lee, MD, Chairman (ret.), Police Physicians Board, Washington, DC Metropolitan Police (life member)

Stanley J. Coopersmith, Chief of Police (ret.), Bushkill Township, Pennsylvania Creedmoor, North Carolina

Wesley H. Dobbs, Program Manager (ret.), College of Southern Idaho Law Enforcement Training, Twin Falls, Idaho

Dominick A. Donofrio, Chief of Police (ret.), Lodi, New Jersey

Larry K. Engle, Lieutenant, Warsaw, Indiana

Edward J. Locke, Chief of Public Safety, Queensborough Community College/CUNY, Garden City, New York (life member)

Lawrence M. Lynch, Chief of Police (ret.), Dewitt, New York Escondido, California (life member)

Frank A. Melleno, Major (ret.), United States Air Force Honolulu, Hawaii (life member)

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Product update

The **Police Chief** keeps you on the cutting edge of law enforcement technology with monthly product announcements. For **free** in-depth information, visit us online at 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.



Remote control underwater vehicle

Aquabotix introduces its second-generation hybrid underwater vehicle, the Integra AUV/ROV (autonomous underwater vehicle/remotely operated vehicle). Single-person deployable, portable, and lithium ion battery-powered, the Integra AUV/ROV allows users to conduct multiple underwater missions, while providing a cost-efficient alternative to deploying separate AUVs and ROVs for individualized tasks. It can be configured with multiple sensors and maneuvered by an easy-to-use intuitive platform accessible from any web-enabled device. The vehicle is designed for use across several sectors, including law enforcement. Users can easily switch from AUV mode to ROV mode by attaching the tether to remotely control the vehicle's six degrees of freedom of motion. When running the vehicle in autonomous operation, all mission planning is completed in an intuitive Windows-based application.

For more information, visit www.aquabotix.com.

Integrated case management system

Law enforcement officials require instant access to crucial investigative information. Salient CRGT, Inc., has partnered with Kaseware to integrate Salient CRGT's Voyager Query for Law Enforcement within the Kaseware investigative case management system to make it easier for law enforcement agencies to obtain criminal justice data. The investigative case management system combines incident and case management, dispatching, evidence management, and analytics in a single, integrated system. The Voyager Query's cloud-based CJIS integration platform, paired with Kaseware's integrated system, eliminates the need to maintain multiple software products or reinvent connecting to legacy systems and databases. As a result, agencies can cost effectively support information sharing, comprehensive investigations, and crime reduction programs.

For more information, visit www.salientcrgt.com.

Brain safety helmet

MIPS, the brain safety technology company, has developed a new product designed especially for the ballistic helmets used by law enforcement. The core technology addresses the rotational forces that are linked to brain injuries. This new product design, however, is refined to specifically meet the safety needs within the law enforcement and armed forces communities. The MIPS:F2 system is built on the standard MIPS low-friction layer that provides the crucial 10–15 millimeters of omnidirectional movement in the 3–10 milliseconds following an impact. Unlike the MIPS system seen to date in active sports helmets, the low-friction layer in the MIPS:F2 is situated between the outer shell of the helmet and the foam liner on the interior. A series of Flexible Retention Organisms (elastomers) and nylon brackets that are molded into the helmet allow the foam liner to move independent of the low-friction layer and the outer shell.

For more information, visit <http://leaf.mipsprotection.com>.

Free community information sharing app

The Community Watch app is available to download from the Apple Store and Google Play and allows individuals to take a photo or video of any criminal activity and have it uploaded to the app, allowing users to notify and alert neighbors as to what is going on in the neighborhood. It takes only five seconds for the video to upload to the app where it can be kept as evidence of the crime. It can also be used to record non-emergencies and hazardous conditions such as closed roads due to a fallen tree or even streets that are blocked off during a snowstorm. Users are able to take a picture or record videos of vandalism over public property, groups embarking in antisocial behavior, or a burglary as it takes place or afterward so that the police can identify the individuals. The app is anonymous and free to use.

For more information, visit <https://itunes.apple.com/us/app/id1048220364> and <https://play.google.com/store/apps/details?id=com.mobileappfund.blockwatch&hl=en>.



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This project was supported by Cooperative Agreement Number 2013-CK-WX-K023 awarded by the Office of Community Oriented Policing Services, U.S. Department of Justice. The opinions contained herein are those of the author(s) and do not necessarily represent the official position or policies of the U.S. Department of Justice. References to specific agencies, companies, products, or services should not be considered an endorsement by the author(s) or the U.S. Department of Justice. Rather, the references are illustrations to supplement discussion of the issues.

Updates to policy management and training platform

Lexipol announces the latest version of its web-based development system. With more than 50 new features and system improvements, Lexipol's Knowledge Management System 5 (KMS 5) is its smartest, most responsive public safety policy management and training platform to date. Feature changes and enhancements to the software focus on three key elements: helping Lexipol customers work faster, work easier, and work smarter. The release increases the platform's speed and performance, enhances the user interface, and increases efficiency by streamlining policy review. Improved accessibility allows for better compatibility on desktop, laptop, tablet, and mobile devices.

For more information, visit www.lexipol.com.

Digital traffic control sign

Techno Signz, a Canadian-based technology and signs company, has just released the world's first auto-dimming digital piloting sign, called the Digi Pilot Sign. It has a 175-meter viewing distance, completely controllable through smartphone application and a self-reacting message board, which dims when oncoming traffic is within a 100-meter range, seeking to create safer roads. Conventional traffic control signs resort to static or back-lit signage. The Digi Pilot Sign is easily updatable via the app, creating customized messages that are instantly apparent to road users. A greater viewing distance allows road users more time to prepare and be alert.

For more information, visit <https://www.technosignz.ca/digi-pilot-sign>.

WhatsApp extractions

Oxygen Forensic Detective X has added two industry-first features in the algorithm of WhatsApp data extraction. WhatsApp backs up decryption with two-step verification, which is an optional feature that was added to provide better security to the account. When enabled, any attempt to verify the phone number on a WhatsApp account needs to be accompanied by the six-digit PIN created by the user. The first feature, the new Oxygen Forensic Cloud Extractor, offers either the opportunity to enter the PIN (if it's known) or several methods to deactivate it. Secondly, Oxygen Forensics has added a special WhatsApp Cloud service that allows forensics experts to acquire undelivered messages, unanswered calls, and information about groups and contacts directly from the WhatsApp server. This service is useful in specific cases with damaged or locked devices. When forensic experts use the WhatsApp Cloud service, they can even obtain access to the WhatsApp server without the phone.

For more information, visit <https://www.oxygen-forensic.com/en>.

Enhanced training mannequin

Dummies Unlimited, Inc., introduces its new Survivor II. Some unique features of the Survivor II include leg portion, thigh, and back coated with a Kevlar reinforced material for extended abrasive resistance, allowing use on concrete or asphalt; water resistance; and flexibility to be placed in a sitting, lying, supine, or prone position. It is available in various weights. Its new design eliminates the bolted "joints" on the hip and knee areas, and it is designed with removable and replaceable foot "booties."

For more information, visit www.DummiesUnlimited.com.



Multimedia helmet display for motorcycle riders

California-based development company NUVIZ has developed the multimedia Head-Up Display for motorcycle riders. In collaboration with NUVIZ, the German helmet manufacturer SCHUBERTH will be offering the NUVIZ Head-Up Display (HUD) in the spring of 2018 with a specially designed SCHUBERTH helmet mount. As a result, the HUD needs no cables and is easy to use with the SCHUBERTH C4 and R2 helmets. The HUD is fully compatible with SCHUBERTH's SC1 communications system—an integrated plug-and-play communications system from SENA, enabling communications, such as phone calls or navigational information, to be presented directly on the Head-Up Display. In addition, SCHUBERTH will also be offering the HUD for its C3Pro and C3 helmets in conjunction with the SC10U communications system.

For more information visit www.schuberth.com.



Terror alert app

TerrorMate, the world's first terror alert app, developed by TerrorTech LLC, is expanding its user alert capabilities to include mass shootings. The real-time system with well-established terror attack and threat alerting capabilities will now deliver structured, accurate mass shooting alerts and safety recommendations to its users within two minutes of an attack anywhere in the world. The free app alerts users to incident-specific information such as location of the shooting event, number of reported perpetrators, areas to avoid, and number of casualties. Its comprehensive crisis communication and mass notification solution unifies all channels, supporting communication and collaboration during critical events. TerrorMate can be downloaded for free from the iTunes app store and the Google Play store.

For more information, visit <https://itunes.apple.com/us/app/terrormate/id1220222412?mt=8> and <https://play.google.com/store/apps/details?id=com.terrormate&hl=en>.

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Improving Crime Investigations with License Plate Recognition Technology

By Tom Joyce, Lieutenant Commander of Detectives (Ret.), New York Police Department, Vice President, Vigilant Solutions

These days, many law enforcement officials are less worried about “broken windows” perpetuating small delinquencies and more concerned with detecting and preventing the serious crimes associated with gangs and drug runners—but they face an uphill battle to do so.

The most recent report from the FBI, released in late 2016, showed a 3.9 percent increase from 2014 to 2015 in the estimated number of violent crimes. According to the report, in 2015, an estimated 1,197,704 violent crimes were committed around the United States, including 15,696 murders. Firearms were used in 71.5 percent of murders, as well as in 40.8 percent of robberies and 24.2 percent of aggravated assaults.¹

In fact, a number of U.S. cities have gun homicide rates in line with the more deadly nations in the world. New York’s gun murder rate has declined to just 4 per 100,000, but is still higher than Argentina’s, while Newark’s gun homicide rate (25.4 gun murders per 100,000 people) is in line with that of Colombia (27.1 gun murders per 100,000 people).²

The majority of these serious crimes are not isolated incidents committed by individual actors who are otherwise upstanding citizens—they’re perpetrated by career criminals. Studies suggest that the estimated 1.15 million gang members in the approximately 24,250 gangs across the United States are to blame for many violent and drug-related crimes.³

As one example, respondents in the *National Youth Gang Survey* sample reported approximately 2,000 gang homicides annually from 2007 to 2012, which, when coupled with FBI estimates for the same time period, suggest that gang-related homicides typically accounted for around 13 percent of all homicides annually.⁴ In a typical year in the so-called “gang capitals” of Chicago and Los Angeles, around half of all homicides are gang-related, and 63 percent of gangs across the United States are involved in drug trafficking.⁵

What this means is that law enforcement officials need every available strategy and tool possible to drive down violent crime and drug trafficking in communities by getting the most egregious offenders off the street and behind bars, thus preventing them from committing future crimes.

One tool law enforcement agencies are turning to for this purpose is license plate recognition (LPR) technology, which uses fixed and mobile cameras to take photos of license plates, capturing the date and time of the photos, as well as GPS coordinates for where the photos were taken. Each plate image captured, along with the data for that image (date, time, location), is stored in a database that authorized law enforcement personnel can search.

LPR as a stand-alone technology is useful for capturing license plates of wanted criminals or persons of interest if they randomly drive by a camera—even a chance encounter can end up closing a case because the LPR cameras equate to extra eyes on the street. However, the smartest way to use LPR is by pairing its data with analytics to create more leads.

Closing the Loop

After a crime has been committed and investigators are trying to locate the offender, there are three critical components needed: a person of interest, a vehicle, and the time and place of the crime.

By using LPR and analytics as the backbone of an investigation, an officer can match known data against historical data and create a lead, using multiple query types to track down suspects by

- locating historical detections on a known vehicle of interest;
- identifying vehicles that were in close proximity to multiple crime scenes around the times of the crimes, to assist in identifying serial offenders (e.g., for crimes like gas-station robberies or residential burglaries, where offenders often target multiple similar locations);
- identifying vehicles that consistently travel and park in close proximity of identified subject vehicles of interest; or
- creating real-time alerts for vehicles of interest.

As a starting point, LPR system queries allow investigating officers to link one piece of data to another and create connections. For example, an officer may know only a vehicle of interest’s plate number, but he or she can search historical data to find where that plate has been detected in the past, whether the vehicle was present at the scene of a crime, or whether there are alibis or witnesses associated with the plate. Even a lead that includes a partial plate number can help if there are additional data like a date, location, or time of a crime that an officer can compare with the partial plate information.

If an officer knows only the address where a crime took place, he or she then can run a geographical query on the location with historical LPR detections to determine what, if any, vehicles were at the location during the time a crime occurred or even recently before or after the crime occurred. It is well known that many offenders surveil targets before the

Case in Point: Maryland State Police

In 2014, the Maryland State Police located and apprehended four individuals trafficking large volumes of cocaine and marijuana between the U.S. Southwest and various locations on the East Coast.

One of the suspects had been working with three co-conspirators to distribute multi-thousand-pound quantities of drugs, including cocaine and marijuana. When the suspect relocated to the Southwest in 2012, he worked with his conspirators to package and ship large quantities of drugs to various cities on the East Coast, creating a massive network of drug trafficking stretching halfway across the United States.

Using LPR detections, historical data, and data analytics to supplement other investigative findings, the Maryland State Police collected enough information to obtain search warrants, which resulted in the discovery of large sums of cash and cash bank deposits and almost half a million dollars in jewelry, firearms, and assorted body armor, as well as various quantities of marijuana and cocaine.

All four individuals were arrested, pleaded guilty, and received prison sentences ranging from 10 to 14 years on charges related to drug possession and distribution, as well as money laundering.*

Note:

*“High Volume Drug Traffickers Apprehended Using Historical License Plate Reader Data,” NLETS, August 21, 2014.

crime, sometimes for days, and return after the crime has been committed to evaluate police response.

For example, if a bank is robbed and a witness identified the color, make, and model of the getaway vehicle, then the investigator can run a query on all vehicles that parked near the bank over the past 30 days and narrow potential matches down to a single vehicle of the right color, make, and model.

In a good LPR system that complies with privacy requirements, including the Gramm-Leach-Bliley Act (GLBA) and the Driver's Privacy Protection Act (DPPA), the investigator's options in the LPR system end here.⁶ The system will have only two of the three triangle points: the vehicle identification information and location it was detected in, but no personally identifiable information, because LPR data systems compliant with privacy laws currently do not contain this information. It is important for an agency to have stringent best practices and defined policies around the running of any queries, as well as to use a system with audit trail capabilities to ensure compliance with privacy laws and to allow oversight. This will protect the agency as well as the privacy rights of individuals.

The investigator must then go to a second, highly regulated system, protected under GLBA and DPPA, that requires a permissible purpose to access the name of the person to whom a vehicle is registered.

Using LPR data in conjunction with other data from other law enforcement investigatory systems, an investigator can determine the registered driver and close the loop, which can mean getting more criminals off the streets. Early identifications lead to early apprehensions, which lead to further crimes not being committed and, in some cases, lives saved.

A New Solution to an Old Problem

Most violent crimes don't occur in a vacuum; they are often tied to gang activity or committed by career criminals.

By increasing the amount of data and analytics a law enforcement agency has access to, the more vehicles, persons of interest, and locations it can identify, and the more connections investigators can make between separate crimes to identify additional leads.

With a boost from LPR data and analytics, law enforcement agencies are better equipped to dismantle drug trafficking organizations and gangs through organizational takedowns in short-term conspiracy cases. Once known gang members are identified, agencies can pick apart gangs—person by person—and send those culpable to prison, removing them from the street and reducing crime and further victimizations. ♦

Tom Joyce is a retired member of the New York City Police Department, holding the rank of Lieutenant Commander of Detectives, and is vice president of business development at Vigilant Solutions. He can be reached at tom.joyce@vigilantsolutions.com.

Notes:

¹FBI, "Latest Crime Statistics Released: Increase in Violent Crime, Decrease in Property Crime," news release, September 26, 2016, <https://www.fbi.gov/news/stories/latest-crime-statistics-released>.

²Richard Florida, "Gun Violence in U.S. Cities Compared to the Deadliest Nations in the World," CityLab, January 22, 2013, <https://www.citylab.com/equity/2013/01/gun-violence-us-cities-compared-deadliest-nations-world/4412>.

³StatisticBrain, "Gang Member Statistics," 2017, <https://www.statisticbrain.com/gang-statistics>.

⁴National Gang Center, "Number of Gang-Related Homicides," *National Youth Gang Survey Analysis*, <https://www.nationalgangcenter.gov/Survey-Analysis/Measuring-the-Extent-of-Gang-Problems#homicidesnumber>; FBI, UCR, *Crime in the United States 2011*, table 1, <https://ucr.fbi.gov/crime-in-the-u.s/2011/crime-in-the-u.s.-2011/tables/table-1>.

⁵National Gang Center, "Number of Gang-Related Homicides"; StatisticBrain, "Gang Member Statistics."

⁶Gramm-Leach-Bliley Act, Pub. L. 106-102, 113 Stat. 1338 (1999); Driver's Privacy Protection Act of 1994, 18 U.S.C. §2721 (1994).

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Responder Safety Begins with Crash Data

By Chief Daniel Sharp, Chief, Oro Valley, Arizona, Police Department, Chair, IACP Highway Safety Committee, and Grady Carrick, PhD, Chief (Ret.), Florida Highway Safety Patrol

A rainy March day on the Pennsylvania turnpike was not unlike a wet day on any other road. On this particular stretch of road on that day, a small red sedan hydroplaned, and the driver lost control of the car, which slid off the roadway into the median ditch. A complaint of injury by the driver resulted in police, fire, and EMS responding to assist. While first responders were assisting the crash victim, an approaching tractor trailer also lost control, overturned, and slid into the scene—and into the responders. One firefighter was killed, and nine other responders were injured in what, 20 years later, still has the dubious distinction of being the most responders struck in a single crash.¹

The tractor trailer crash is what is known as a secondary crash. Secondary crashes are crashes that occur within the incident scene or within the queue or backup, including the opposite direction, resulting from an original incident. When police, fire, EMS, towing, or transportation professionals are struck by a vehicle on the scene as a pedestrian on or near the roadway, these incidents are referred to as “responder struck by” incidents or crashes.²

Both secondary crashes and responder struck by incidents are not uncommon, but there are no accurate state or federal U.S. statistics because finding them in statewide traffic crash data is challenging. Estimates for secondary crashes range from 1 to 6 percent of all crashes, but considering that there are around 6 million police-reported crash incidents in the United States each year, those estimates easily translate into tens of thousands of secondary crashes annually. The actual number of responder injuries and deaths attributed to struck by incidents are equally elusive, since there is no state or national tracking system for those events.

From a safety standpoint, understanding when, where, and why secondary crashes occur has the potential to alter on-scene actions to help prevent those events. Similarly, identifying responder struck by incidents can impact responder training, equipment, and procedures. In both cases, traffic crash data are the foundation for safety analysis.

Understanding the circumstances of these crashes sets the stage for preventing them. An example of a related circumstance is the amount of time that responders are on the scene of traffic incidents (exposure). Statistically, the longer responders are operating near moving traffic, the higher the chances are that something bad will happen. Clearing the roadway and clearing the scene are straightforward steps that responders can take to reduce their exposure and promote safety.

Fortunately, new traffic crash reporting data elements are being introduced in statewide report forms to collect important information about secondary crashes and responder struck by incidents. The Model

Minimum Uniform Crash Criteria (MMUCC) is a guideline that U.S. states follow when creating or modifying statewide crash report forms.³ The fifth edition of the MMUCC was released in August 2017, and new data elements include these important facts, along with other information to enhance safety analysis for responders.

Since the MMUCC is a guideline, implementation at the state level is voluntary. While the majority of MMUCC data elements are found in every state crash report form, the actual percentage of MMUCC compliance varies. Consequently, it is up to practitioners and safety advocates to petition their respective state crash reporting agency to include data elements that are important to their work. Roadway clearance time, secondary crashes, and responder involved data elements are new opportunities to promote safety for traffic incident responders. These elements will be included in future state report revisions only if state crash report officials make the decision to incorporate them.

Figure 1: Recommended Data Elements for State Crash Report Forms

MMUCC Element	Description
C2.3	Crash Classification—Secondary Crash
P4.2	Person Type—Responder Involved
C3.2	Crash Date and Time—Time Roadway Cleared

Every police chief should petition state crash report officials to adopt the national guidance of the MMUCC and include secondary crashes, responder involved, and roadway clearance time in their reporting systems. State associations of chiefs and sheriffs should support this initiative with resolutions and legislative advocacy. Responder safety can be improved by enhancing the crash report systems that track injuries and deaths that result from secondary crashes at traffic incidents. ❖

Access a PDF of the most recent MMUCC Guideline at <https://www.nhtsa.gov/mmucc>.

Notes:

¹Bill Minahan, “Lest We Forget: Remembering the Pennsylvania Turnpike Tragedy March 9, 1998,” Lionville Fire Company, Station 47, March 9, 2017.

²Federal Highway Administration, “Introduction to Traffic Incident Management (TIM) Programs,” presentation, slide 8, July 26, 2017.

³National Highway Traffic Safety Administration and Governors Highway Safety Association, *MMUCC Guideline*, 5th ed. (Washington, DC: 2017).

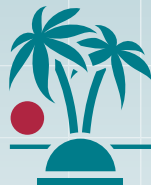
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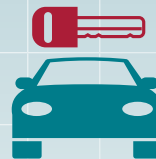
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Improving Officer Safety and Wellness Every Shift, Every Day

By Jennifer Styles, Project Manager, Institute for Community-Police Relations, IACP

Law enforcement working conditions and exposure to stress and trauma places officers at a greater risk for injuries and illnesses than the general public. The U.S. Bureau of Labor Statistics found that law enforcement patrol officers in the United States average 30,990 nonfatal injuries involving days away from work each year.¹ These injuries and missed workdays result in increased costs for workers' compensation, overtime to backfill positions, and medical treatment expenses. Beyond the agency impact, physical injuries and mental health challenges have a substantial, often traumatic, personal impact on the officers who experience them.

The International Association of Chiefs of Police (IACP) remains committed to providing law enforcement professionals with the resources they need to remain healthy and safe every shift, every day. Over the years, IACP has done considerable work to advance the physical and mental health of law enforcement officers, including producing the *Reducing Officer Injuries Final Report*, released in 2009, in partnership with the Bureau of Justice Assistance (BJA), Office of Justice Assistance, U.S. Department of Justice. This seminal study provided information on the most common types of officer injuries, risk factors that influence officer injuries, and the organizational impact that officer injuries have on law enforcement agency staff and budgets. The study also revealed the need for greater training on high-risk activities and procedures, improved access to physical fitness and mental health resources, and more consistent tracking of officer injuries.²

Building on these identified needs, IACP has released a series of new resources to help law enforcement agencies develop and enhance officer safety and wellness programming.

Fitness Program Guide

Research shows that police officers are more likely to be obese and more likely to have metabolic syndromes, including high blood pressure, high blood sugar, and abnormal cholesterol.³ They are also at increased risk for heart attacks and sleep disorders.⁴ These issues pose a serious risk to officers' personal health and well-being and can affect their ability to do their jobs safely and effectively.

In partnership with the BJA, IACP released the *Fitness Program Development Considerations Guide* in January 2018 to help law enforcement agencies make fitness a priority from recruitment through retirement. This guide lays out the steps required to start or enhance a fitness program and to overcome some of the common hurdles.

Program design and standards: Because officer fitness is, in many ways, a personal issue as well as a professional one, implementing a fitness program is not as simple as opening the doors to a gym facility. Rather, a successful program requires a mind-set and organizational culture that values fitness and wellness. Agencies need to design a program that will work for their specific departments, taking into consideration demographics, internal culture, and individual employee needs. Program design considerations include determining how the program will be staffed, as well as where, when, and how officers will perform fitness activities.

Legal and liability issues: When starting a fitness program, there are a variety of liability and legal concerns to address. Leadership should engage the agency's legal counsel to make sure that all fitness policies and



protocols meet federal, state, and local workplace guidelines and properly address liability and assumption of risk.

Internal and external stakeholder involvement: Involving internal and external stakeholders from the beginning is important when planning a fitness program. Partners can provide subject matter expertise, identify potential pitfalls, assist with accessing resources for the program, and support greater buy-in for the program. Beyond the planning stages, these partners can serve as an advisory group to sustain and evaluate the program.

Employee engagement plans: Because fitness programs may require a shift in agency culture and, in some cases, the personal mind-sets of officers, special care should be taken to make the program inviting and engaging for all. Ease of access is a key indicator of success with fitness programs. Programs should offer a diverse range of fitness activities that can accommodate workers in all shifts. Exercise can often feel like an obligation for officers, especially through a workplace fitness program; therefore, fitness programs should aim to incorporate activities that are fun and engaging—friendly office competitions, incentives for goals met, or engaging family members in workouts.

Data tracking and evaluation: Data maintenance and collection are very important for measuring the value of a fitness program. Data

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can show what areas of a department's fitness program are working and what areas may need improving, as well as identify training needs based on data trends. If the department maintains good data over the progress of a program, the importance of continuing the program can be easily conveyed to local budget managers, risk managers, funders, and agency personnel.

Changing the culture of a department to embrace physical wellness and integrate it into the officers' daily work lives is not an easy or short process, but it is a crucial element of ensuring a healthier and safer department. Fitness and wellness are important aspects of every officer's job. A properly maintained program will help keep personnel healthier, happier, and less prone to injuries.



Traffic Safety Dashboard Decal and Postcard

Through the *Reducing Officer Injuries* study, as well as other studies on officer and traffic safety, several simple, consistent, evidence-based recommendations arose as ways to reduce officer injuries and save lives. To keep these recommendations front and center in officers' minds, IACP and BJA developed a postcard and dashboard decal with these essential tips:

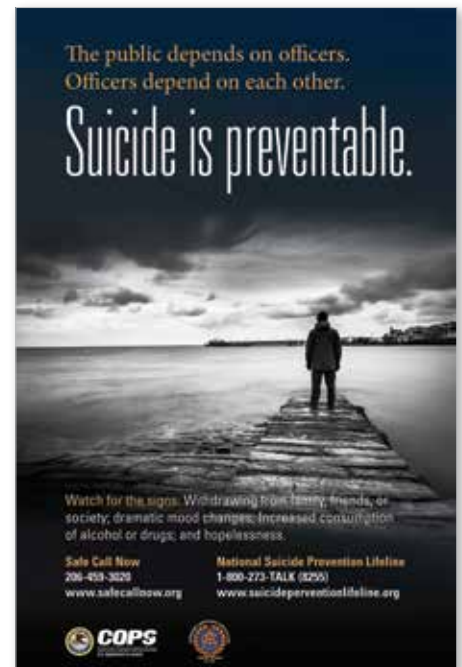
- **Drive safely**—When researching officer traffic fatalities, several commonalities were found among these tragedies. Fatal crashes most commonly occurred during the nighttime hours of 8:00 p.m. to 4:49 a.m.⁵ Excessive speed is another common trait of officer traffic fatalities. Knowing these risks can help agencies tailor their training to help officers stay safe on the road.
- **Buckle up**—Law enforcement officers regularly enforce seat belt laws to promote traffic safety. It is equally important for officers to wear seat belts themselves. The National Highway Traffic Safety Administration found that the use of seat belts reduces serious crash-related injuries by approximately half.⁶ Mandatory seat belt use can be encouraged by training officers and supervisors and should be backed up by agency policy.
- **Pay attention and stay alert**—The availability and accessibility of in-vehicle technologies are quickly evolving. While these tools often increase efficiency, they can also increase distracted driving. Officer and supervisor training should reinforce the message that in-car technology should be used only when the vehicle is stationary.

Officer Suicide Prevention Poster

Law enforcement agencies are shaken to the core by the death of one of their own, and the response is even more complex when that death comes at the officer's own hand. IACP and the Office of Community Oriented Policing Services (COPS Office) have been leaders in bringing the oft-unspoken concerns of officer mental health care and suicide prevention into focus with law enforcement leaders, beginning with a national symposium on these issues in July 2013. Building on the recommendations of that symposium, IACP and the COPS Office began developing a new series of tools to help officers, agency leaders, and family members learn to identify signs of mental health crises and to encourage officers to seek treatment.

In October 2016, IACP and the COPS Office released the Officer Suicide Prevention and Awareness poster to alert officers about mental health risk indicators and to provide resources for help. The poster includes a general awareness message along with potential warning signs and two hotlines for support. Posters can be hung in break rooms, locker rooms, and roll call and training rooms. The poster reminds law enforcement officers that suicide is preventable and calls on officers to support each other when warning signs occur.

Officer safety is a top concern for IACP and for police executives around the world. Every chief, supervisor, and family member wants officers to return home healthy and safe each day. By using tools like those outlined above to establish programs, policies, and training that promote evidence-based safety, health, and wellness concepts, agencies can make a cultural shift in how these topics affect officers at all stages of their careers. ♦



Access this column on Police Chief Online for links to the resources mentioned.

Notes:

¹U.S. Department of Labor Statistics, "Injuries, Illnesses, and Fatalities: Police Officers Fact Sheet," August 2, 2016, <https://www.bls.gov/iif/oshwc/cfoi/police-officers-2014.htm#2>.

²ICAP, *Reducing Officer Injuries Final Report* (Washington, DC: Bureau of Justice Assistance, Office of Justice Programs, U.S. Department of Justice, 2009), http://www.theiacp.org/portals/0/pdfs/IACP_ROI_Final_Report.pdf

³Mark St. Hilaire, "Bcops Study Indicates Police Work May Have Adverse Health Effects," *Law Enforcement Today*, July 18, 2012, <https://www.lawenforcementtoday.com/bcops-study-indicates-police-work-may-have-adverse-health-effects>.

⁴Joseph B. Kuhns, Edward R. Maguire, and Nancy R. Leach, *Health, Safety, and Wellness Program Case Studies in Law Enforcement* (Washington, DC: Office of Community Oriented Policing Services, 2015), https://www.valorforblue.org/Documents/Publications/Public/Health_Safety_and_Wellness_Program_Case_Studies_in_Law_Enforcement.pdf.

⁵Eun Young Noh, *Characteristics of Law Enforcement Officers' Fatalities in Motor Vehicle Crashes* (Washington, DC: U.S. Department of Transportation, National Highway Traffic Safety Administration, 2011), <http://www-nrd.nhtsa.dot.gov/Pubs/811411.pdf>.

⁶National Highway Traffic Safety Administration, "Seat Belts," 2016, <https://www.nhtsa.gov/risky-driving/seat-belts>.

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