

# POLICE CHIEF

## SERVING DIVERSE & VULNERABLE POPULATIONS

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## SERVING DIVERSE & VULNERABLE POPULATIONS

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<p>14</p>  <p><b>Jack Collins</b></p> <p>Jack Collins is a former assistant district attorney, labor counsel for dozens of municipalities, and counsel for the Fire Chiefs Association of Massachusetts. He served as the general counsel for the Massachusetts Chiefs of Police Association, is an expert witness in civil rights cases, and has written hundreds of articles on all aspects of police administration.</p>	<p>16</p>  <p><b>Jennifer Elliott</b></p> <p>Jennifer "Missy" Elliott is a retired MPO and detective who worked for the City of Falls Church Police Department from 1996 to 2019. She spent 5 years in the Uniform Patrol Division, 15 years in the Criminal Investigation Division, and 3 years as a task force officer on a federal anti-money laundering group.</p>	<p>19</p>  <p><b>Gina Rollo White</b></p> <p>Gina Rollo White, founder of Mindful Junkie, specializes in mindfulness for first responders. Gina has more than 15 years of experience as a mind-body instructor and has spent the last 4 years developing and leading first responder mindfulness trainings—Tactical Brain Training. Gina has an MA in Mindfulness Studies from Lesley University.</p>	<p>24</p>  <p><b>Sergeant Todd R. Engwer</b></p> <p>Todd Engwer is a 31-year veteran of the New York State Police. He holds the permanent rank of sergeant and is currently assigned as the State Police Law Enforcement Liaison for the Governor's Traffic Safety Committee in Albany. He coordinates the survivor advocate speakers bureau, safe teen driver educational events, and occupant protection initiatives.</p>
<p>26</p>  <p><b>Lorie Velarde</b></p> <p>Lorie Velarde is a geographic information systems analyst with the Irvine Police Department in California. She has received the IACP Award for Criminal Investigative Excellence, the Southern California Crime and Intelligence Analyst Association's Analyst of the Year Award, and the Alpha Group Award for Creativity and Excellence in Crime Analysis.</p>	<p>26</p>  <p><b>Detective David Etlinger</b></p> <p>David Etlinger is a detective with the Irvine Police Department in California. He holds a BA in economics. He has served in law enforcement at two police agencies and has received Irvine Police Department's Auto Theft, Life Saving, and Officer of the Year awards.</p>	<p>26</p>  <p><b>Dr. D. Kim Rossmo</b></p> <p>D. Kim Rossmo is the chair of criminology and director of the Center for Geospatial Intelligence and Investigation at Texas State University. Previously, he was the director of research for the Police Foundation and a detective inspector in charge of the Vancouver Police Department's Geographic Profiling Section. He is a member of the IACP's Police Investigative Operations Committee.</p>	<p>34</p>  <p><b>Barbara J. Morvay</b></p> <p>Barbara Morvay is a law enforcement and first responder trainer on special needs, a special education specialist, and the author of multiple books related to persons with special needs. She has worked with persons with disabilities for more than 30 years as a teacher, speech therapist, special education director, principal, and school superintendent.</p>
<p>44</p>  <p><b>Sheriff John Tharp</b></p> <p>John Tharp was elected sheriff of Lucas County in 2013. He joined the sheriff's office in 1997 as the director of court services after 25 years of service with the Toledo Police Division. In addition, he is a U.S. Army veteran. He launched the innovative Drug Abuse Response Team in 2014.</p>	<p>44</p>  <p><b>Tamme Smith</b></p> <p>Tamme Smith is a forensic counselor with the Lucas County Sheriff's Office and a member of the Drug Abuse Response Team. She has 20 years of experience in the field of mental health and substance use, and she is a licensed social worker and licensed chemical dependency counselor.</p>	<p>50</p>  <p><b>Lieutenant Tim Gately</b></p> <p>Tim Gately commands the Redmond Police Investigations Division, including Detectives, Crime Analysis, Domestic Violence Advocacy and Computer Forensic Evidence Units. He has served as a patrol officer, drug recognition expert, PIO, hostage negotiator, detective, and sergeant. He is also a principal faculty member for the criminal justice program at City University of Seattle.</p>	<p>56</p>  <p><b>Alex Trouteaud</b></p> <p>Alex Trouteaud is the director of criminal justice research for Arnold Ventures, where he oversees research efforts and policing grants. He has published on numerous topics, including runaway and homeless youth prevalence, child welfare program evaluation, and strategies to reduce gender-based violence offending and has worked extensively with policy makers to help them apply research findings.</p>

# POLICE CHIEF

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# Protecting Our Most Vulnerable Communities



**Paul M. Cell**  
Chief of Police

Montclair State University  
Police Department, New Jersey

“  
It is our responsibility to prepare our officers to respond effectively and appropriately to both victims and offenders who have special challenges or are especially vulnerable.  
”

**EVERY COMMUNITY ACROSS THE GLOBE, REGARDLESS OF ITS GENERAL DEMOGRAPHICS, HAS MEMBERS WHO ARE EXPERIENCING MENTAL ILLNESS, SUBSTANCE ABUSE DISORDERS, OR HOMELESSNESS. AS WE KNOW FROM EXPERIENCE, THE SPECIFIC NEEDS OF THOSE DEALING WITH SUCH CHALLENGING CIRCUMSTANCES OFTEN REQUIRE RESPONDING OFFICERS TO APPROACH THE SITUATION WITH A BETTER UNDERSTANDING OF THOSE NEEDS. ADDITIONALLY, OUR COMMUNITIES INCLUDE PARTICULARLY VULNERABLE POPULATIONS, INCLUDING CHILDREN, OLDER ADULTS, OR PEOPLE WITH DEVELOPMENTAL DISABILITIES, WHO NEED US TO RESPOND TO THEIR NEEDS WITH UNDERSTANDING, COMPASSION, AND CUSTOMIZED SERVICES.**

While research shows that most community members in these situations encounter the police as victims of crimes, a group in which they are disproportionately represented, our officers also have to respond to calls in which the offender is a member of a vulnerable or disadvantaged segment of the community. It is our responsibility to prepare our officers to respond effectively and appropriately to both victims and offenders who have special challenges or are especially vulnerable, which requires that these issues be addressed in training and policy alike.

Recognizing this worldwide challenge, the IACP is committed to addressing solutions for these populations and ensuring that we have resources available to help us as we seek to fulfill our duty to serve the diverse members of our communities, regardless of age, gender, housing status, mental health, or other such characteristics.

## **HOMELESSNESS, SUBSTANCE ABUSE, AND MENTAL ILLNESS**

Many of the challenges faced by members of our community are interconnected. For instance, in many of our

jurisdictions, our officers receive calls related to homelessness, either when a person experiencing homelessness is victimized or when nuisance crimes related to homelessness (such as public urination, trespassing, panhandling, etc.) are reported.

However, many of those experiencing homelessness also have mental illnesses or substance abuse disorders. While it is often said that these issues are the province of community services, you and I know that law enforcement is often the first point of contact for these individuals—and that, too often, they end up in the criminal justice system instead of receiving the help they need.

Many of your agencies are taking steps to divert individuals in these circumstances from the revolving door of the criminal justice system toward the service providers who can help them obtain housing, access treatment, or fulfill other needs. However, we cannot do it alone. It is key that our agencies are building partnerships with service providers, faith communities, and community-based organizations to create safer communities across the globe.

As social scientists, service providers, and the public health community work to address homelessness and its varied causes, we in law enforcement must too be part of the solution.

## **ELDER AND CHILD ABUSE**

It is unfortunate that the two of the most vulnerable groups in communities—older adults and children—often draw the attention of those seeking to exploit them for personal or financial gain. Elder abuse is an issue that has gotten more attention in recent years. As the global population ages and technology continues to spread, the exploitation of older adults through identity theft, hacking, and scams are perpetrated through robocalls and phishing emails requesting money or personally identifiable

information. In addition, the physical, sexual, and emotional abuse of older adults often go unnoticed, particularly when the perpetrators of such abuse are family members.

These crimes can be difficult to identify; therefore, to address these crimes and help our agencies protect older adults, the IACP, in conjunction with the U.S. Department of Justice, has recently published resources for law enforcement, including roll-call training videos to aid patrol officers in identifying signs of elder abuse and recognizing evidence of abuse. These videos and other resources will help officers effectively communicate with victims, service providers, and investigators working elder abuse cases. Of particular note is that these resources will assist public safety emergency dispatchers in identifying potential cases of elder abuse before officers arrive. These training videos are valuable on their own or as part of your agency's training on such crimes.

The IACP has also published the Senior Abuse Financial Tracking and Accounting (SAFTA) Tool, which provides law enforcement with a simplified method for investigating suspicious financial patterns and prosecuting cases of suspected financial exploitation of older adults.

On the other end of the age spectrum, millions of children across the world are victims of neglect, physical abuse, or sexual abuse every year. As with elder abuse, the quick growth of the Internet and technology has enabled more criminals than ever to target children. These crimes are horrific, and those of us who have encountered them on the job know firsthand how heartbreaking and emotionally challenging they can be.

The IACP has developed a number of resources over the years to aid agencies as they strive to protect children by preventing these crimes and by investigating and apprehending those who are responsible for such heinous

## SEXUAL AND GENDER-BASED VIOLENCE

One of my areas of focus during my term as IACP president has been on the prevention of sexual and gender-based crimes, including sexual assault, domestic violence, stalking, and strangulation. I'm proud to present IACP's first-ever *Police Chief* special feature, which you received with this magazine, and I encourage you to take some time to read about law enforcement's work in this area and learn about the resources available to you as members of the IACP.

acts, including the Investigating Child Abuse Model Policy and the *Enhancing Law Enforcement Response to Children Exposed to Violence Toolkit*. These and many other resources available on IACP's website can be used by your agencies to develop policies and training for responding to children exposed to violence, combating child sex trafficking, and identifying children at risk.

Addressing the needs of vulnerable populations is a challenge for all agencies and communities, regardless of their size or resources. That is why I once again encourage you to build partnerships—both with other law enforcement agencies and community groups or nonprofits—to more effectively protect these individuals. As those our communities trust to protect them, we must lead the charge to effectively serve those facing the most difficult challenges or circumstances to increase the overall safety and health of our communities.

Stay safe. ♡



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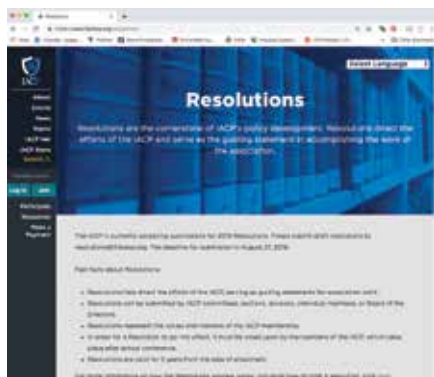
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## RESOLUTIONS DEADLINE APPROACHING

The resolutions process is the cornerstone of IACP's policy development. Through this process, the association membership addresses critical issues facing law enforcement. Resolutions direct the efforts of the IACP and serve as the guiding statement in accomplishing the work of the association. Each year, individual members, committees, sections, and divisions are given the opportunity to submit resolutions for the membership's consideration. The submission deadline for 2019 resolutions is August 27, 2019.

**If you would like to submit a resolution, please send it to [resolutions@theiacp.org](mailto:resolutions@theiacp.org).**

## NEW POLICY RESOURCES

The IACP Law Enforcement Policy Center has released new documents on four topics.



**Visit the Policy Center at [theIACP.org/policycenter](http://theIACP.org/policycenter).**



## Leadership Development Conference: São Paulo, Brazil

The IACP hosted a Leadership Development Conference in partnership with the Polícia Militar do Estado de São Paulo (PMESP) in São Paulo, Brazil, May 16–17. The conference drew more than 5,000 local, state, and federal Brazilian police leaders who attended sessions focused on community policing, emotional intelligence and leadership, traffic safety, officer safety and wellness, and responding to active violence. The partnership with PMESP was initially formed through the Bloomberg Initiative for Global Road Safety (BIGRS), an initiative to strengthen road policing knowledge, skills, strategies, and safety policies. The conference was IACP's first global conference in six years, signifying IACP's intent to reinstate regional conferences across the globe.

## Submit Your Photos to Police Chief

IACP is seeking photos on all subjects for use in *Police Chief* magazine. Send us your best photos related to community-police relations, officer wellness, technology, crisis response, and more, and you might see them in the magazine!

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## Q: What do you see as the biggest recent shift in law enforcement's response to vulnerable populations?



**A:** Community expectations have morphed our roles into being advocates for social justice, prompting the questions of where the line begins and ends with our obligation to remain neutral when enforcing the law and when do we, as non-elected, appointed members of law enforcement, speak out when there exist laws that have inequitable impacts on marginalized communities?

These are certainly not easy questions to answer, but a keen focus on humanity is essential. Demonstrating compassion and enforcing the law are not mutually exclusive concepts. Now, more than ever, it is necessary to spend time building trust with our underrepresented populations and to use data complemented with human involvement to inform decisions and ensure equitable outcomes.

**Danielle Outlaw**  
Chief  
Portland Police Bureau, Oregon



**A:** Mental health and substance use are the two biggest topics facing law enforcement today. Behavioral health issues place individuals at risk for chronic involvement with the criminal justice system. Law enforcement has begun to understand that these are illnesses over which people have little control. Furthermore, these individuals often have no other place to turn for help. Most importantly, we have begun to recognize that the criminal justice system is not the appropriate environment for those struggling with behavioral health issues. Many of us have started to create innovative solutions. By deflecting people away from the criminal justice system and into the behavioral health system as an alternative to arrest, we improve our response to these individuals and overall public safety.

**Eric J. Guenther**  
Chief  
Mundelein Police Department,  
Illinois



**A:** I've witnessed a lot of changes during my 47 years of law enforcement, including a reawakening of our realization of modern-day slavery or human trafficking. Police once "encouraged" the employers of migrant labor to "keep them on the farm," away from the community centers. We now recognize such restrictions can be indicators of exploitation.

Our focus has morphed from efforts to increase awareness to the aggressive prosecution of traffickers. However, I suspect the most recent change has been a tendency for victims to revert to silent suffering in fear of arrest or deportation—fears which traffickers can exploit. This barrier to identifying trafficking victims can be surmounted by the trust and cooperation resulting from a proactive and collaborative multi-agency task force approach.

**Timothy B. (Tim) Howard**  
Sheriff  
Erie County Sheriff's Office, New York



**A:** One of the biggest paradigm shifts is the increasing number of law enforcement agencies reaching out to partner with statewide Adult Protective Services Programs (APS) to either conduct a joint investigation, seek social work advice, or to participate in local multi-disciplinary teams. This rise in community partnership comes as law enforcement agencies receive reports involving adults who are elderly or have diminished capacity suffering from financial exploitation by a family member, trusted caregiver, or financial advisor. This extraordinary partnership trend forms a sort of "professional marriage" relationship between law enforcement and APS that as it expands will inevitably support mutual trust, respect, and responsibility through serving our most vulnerable adult populations across all social, economic, and ethnic backgrounds.

**Valarie Colmore, MSW**  
Program Specialist  
Statewide Adult Protective Services  
Program, Maryland



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# 1Q3A

Experience is often said to be the best teacher. Each month, a question asked by a new chief of police or future law enforcement executive will be answered by three experienced leaders from our mentorship panel.



## Q: How do you ensure external transparency during crises?

**A1:** *Chief C.J. Davis:* Whether the crisis is a natural disaster, major accident, or critical incident, communicating accurate and timely information to the public is essential. Events that adversely impact the community will naturally generate questions regarding the nature and cause of the incident, as well as the actions of involved citizens, first responders, and government officials. Utilizing news outlets and social media platforms to quickly communicate initial facts is imperative. Continuing to identify and disseminate information that can be released without jeopardizing an investigation or operation will minimize misinformation and might quell a potentially erroneous public narrative. The traditional response of “no comment” negates any effort to demonstrate transparency and often arouses suspicion. Establishing a communications policy that manages the timely flow of verified information will enhance public trust and promote transparency.

**A2:** *Chief Brandon Zuidema:* Transparency during crises must be a natural continuation of transparency on a day-to-day basis with your community and local government leaders. The need to explain the “why” behind what we do (or don’t do) is only amplified during crises. Law enforcement

agencies—led by their chiefs of police—must have effective means of sharing information, procedures, and other factors that explain the actions we take with the media and the community. Focusing on educating the public in advance of crises will lead to more effective communication and a better mutual understanding when crises do occur, particularly if the law enforcement agency is directly involved in the event at the center of the crisis.

**A3:** *Chief Constable Bob Downie:* When facing a crisis, consider the 5 As: Anticipate, Articulate, Authentic, Authority, and Accountability. *Anticipate* what the public and your staff will want to know. If in doubt, think about what you would want to know. *Articulate* what has happened, what you know and don’t know, what you are going to do, and what people can expect. Be *authentic* in your communication. Demonstrate compassion and understanding, along with clear expectations. Own your *authority* and let others own theirs. Don’t get caught up in politics and turf wars or overstep your authority, as this can erode public confidence. Finally, be *accountable* for your decisions, for any organizational shortcomings, and for the path forward. The public wants to trust us—let them. ☺

### MEET

## THE MENTORS



**Cerelyn “C.J.” Davis,**  
Chief of Police

DURHAM POLICE  
DEPARTMENT, NC



**Brandon Zuidema,**  
Chief of Police

GARNER POLICE  
DEPARTMENT, NC



**Bob Downie,**  
Chief Constable

SAANICH POLICE  
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BY

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

# Liability for Failure to Investigate Sexual Harassment Complaints

**ONE WAY FOR AN EMPLOYER TO AVOID OR MINIMIZE LIABILITY FOR CERTAIN FORMS OF SEXUAL HARASSMENT IS TO DEMONSTRATE THAT IT UNDERTOOK REASONABLE CARE TO PREVENT AND PROMPTLY CORRECT HARASSMENT.**

This is especially true in situations alleging a hostile work environment where the harasser is a coworker and not a supervisor and no adverse employment action (e.g., discipline, demotion, or termination) has been taken. When a claimant is seeking to hold an employer liable for the acts of a coworker or supervisor, one of the elements in stating a claim of sexual harassment amounting to a hostile work environment includes showing that an employer knew or should have known of the harassment and failed to take prompt and effective remedial action.<sup>1</sup>

Conducting prompt and thorough workplace investigations inspires the confidence and trust of good employees and may deter undesirable behavior from problem employees. Additionally, the best and most defensible employer actions are generally those that are predicated on solid, provable facts.

There is no fixed formula for determining whether an employer's remedial action is adequate. Neither Title VII nor state antidiscrimination laws specify what an employer must do to remedy harassing conduct by a coworker. Cases in this area look to whether the employer has taken "prompt and effective" steps to ensure that the harassing behavior is not repeated, thereby imposing at least by implication a legal obligation to do something in the face of known harassment. Courts have identified a series of factors that bear on the adequacy of an employer's response.

*Factors to be considered in assessing the reasonableness of [the employer's] remedial measures include "the amount of time elapsed between*

*the notice of harassment... and the remedial action, and the options available to the employer such as employee training sessions, disciplinary action taken against the harasser(s), reprimands in personnel files, and terminations, and whether or not the measures ended the harassment."*<sup>2</sup>

The lack or presence of a comprehensive sexual harassment policy, periodic trainings—especially for supervisors—and appropriate discipline are key indicators that antidiscrimination agencies and courts use to determine whether sufficient effort has been made in attempting to prevent harassment in the first place. An often-overlooked source of potential liability, however, involves the failure to investigate, which may even support a retaliation claim that could cost an employer even more. If employees see that an employer does not take all complaints seriously by investigating them thoroughly, this may dissuade some victims from making a complaint.

Reconstructing events can help identify necessary remedial measures to avoid similar problems in the future and thereby help avoid claims that could expose the employer to significant liability. The best chance for accurately reconstructing events occurs when those events are still fresh in the minds of witnesses (and perhaps before a witness has an opportunity to construct an alternate set of "facts" that better suits the witness's self-interest).

## ELLERTH/FARRAGHER DEFENSE

A complete review of the entire matter, often based on a thorough and prompt investigation, is essential in raising the so-called *Ellerth/Farragher* defense. Under Title VII, an employer is subject to vicarious liability to a victimized employee for an actionable hostile environment created by a supervisor with immediate (or

successively higher) authority over the employee. The U.S. Supreme Court case of *Burlington Indus. v. Ellerth* and its companion, *Farragher v. City of Boca Raton*, involved the question of whether an employer has vicarious liability when a supervisor creates a hostile work environment by making explicit threats to alter a subordinate's terms or conditions of employment, based on sex, but does not fulfill the threat.<sup>3</sup> The court in *Ellerth* explained that tangible employment action taken by the supervisor becomes, for Title VII purposes, the act of the employer:

*Whatever the exact contours of the aided in the agency relation standard, its requirements will always be met when a supervisor takes a tangible employment action against a subordinate. In that instance, it would be implausible to interpret agency principles to allow an employer to escape liability, as Meritor [Savings Bank v. Vinson] itself appeared to acknowledge.<sup>4</sup>*

In *Ellerth*, the court held that where a supervisor took no tangible adverse employment action against the employee, the employer could raise an affirmative defense to liability or damages by asserting that it took reasonable care to prevent sexually harassing behavior and that the employee failed to take advantage of corrective opportunities provided by the employer. Thoroughly investigating every complaint will have a prophylactic effect, discouraging similar misconduct, and demonstrating to a court or antidiscrimination agency that the police department takes such matters seriously.

As the U.S. Supreme Court noted, every federal court of appeals to have considered the question has found vicarious liability when a discriminatory act results in a tangible employment action.



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**Conducting prompt and thorough workplace investigations inspires the confidence and trust of good employees and may deter undesirable behavior from problem employees.**  
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*If the plaintiff can show that she suffered an economic injury from her supervisor's actions, the employer becomes strictly liable without any further showing.<sup>5</sup>*

In *Meritor*, the U.S. Supreme Court also acknowledged this consensus.

*The courts have consistently held employers liable for the discriminatory discharges of employees by supervisory personnel, whether or not the employer knew, or should have known, or approved of the supervisor's actions.<sup>6</sup>*

The court in *Ellerth* noted that, while proof that an employer had promulgated an anti-harassment policy with a complaint procedure is not necessary in every instance as a matter of law, the need for a stated policy suitable to the employment circumstances may appropriately be addressed in any case when litigating the first element of the defense. And, while proof that an employee failed to fulfill the corresponding obligation of reasonable care to avoid harm is not limited to showing any unreasonable failure to use any complaint procedure provided by the employer, a demonstration of such failure will normally suffice to satisfy the employer's burden under the second element of the defense. Only by conducting a timely and comprehensive investigation is a police department likely to be able to sustain its evidentiary burden in this case.

## REPORTING AND INVESTIGATIONS CHECKLIST

The Equal Employment Opportunity Commission (EEOC) has prepared a checklist for employers to use concerning harassment reporting systems and investigations. They note that

*a reporting system that allows employees to file a report of harassment they have experienced or observed, and a process for undertaking investigations,*

*are essential components of a holistic harassment prevention effort.<sup>7</sup>*

The following elements are among the essential features of a reporting and investigation process:

- Well-trained, objective, and neutral investigators
- Timely responses and investigations
- Investigators who document all steps taken from the point of first contact and who prepare a written report using guidelines to weigh credibility
- An investigation that protects the privacy of individuals who file complaints or reports, individuals who provide information during the investigation, and the person(s) alleged to have engaged in harassment, to the greatest extent possible
- Mechanisms to determine whether individuals who file reports or provide information during an investigation experience retribution, and authority to impose sanctions on those who engage in retaliation
- During the pendency of an investigation, systems to ensure individuals alleged to have engaged in harassment are not “presumed guilty” and are not “punished” unless and until a complete investigation determines that harassment has occurred
- A communication of the determination of the investigation to all parties and, where appropriate, a communication of the sanction imposed if harassment was found to have occurred.

## RECOMMENDATION

Once an employee has filed a complaint of discrimination or harassment, law enforcement executives should immediately launch an investigation. It is crucial that all such complaints are investigated promptly, completely, and objectively. This is true even if the

individual is no longer a member of the agency. Many employees quit and claim that they were “constructively discharged” because their work environment became so intolerable that any reasonable employee would feel compelled to leave and the employer took no action to remedy the situation. Without a thorough investigation, an employee's version of events will likely determine the outcome of any discrimination complaint.

An investigation may be helpful even in cases where a plaintiff proves that a tangible employment action resulted from a refusal to submit to a supervisor's sexual demands. This is because for any sexual harassment preceding the employment decision to be actionable, the conduct must be severe or pervasive. In some cases, it is even possible that the EEOC or state antidiscrimination agency may conclude that there was no unlawful harassment if, following a thorough investigation, the employer took prompt and effective action to remedy what was on the way to becoming a pervasive hostile environment. ♡

## NOTES:

<sup>1</sup>Messina v. Araserve, Inc., 906 F. Supp. 34, 37 (D. Mass. 1995).

<sup>2</sup>Rheineck v. Hutchinson Tech., 261 F.3d 751, 756 (8th Cir. 2001), citing Stuart v. General Motors Corp., 217 F.3d 621, 631 (8th Cir. 2000).

<sup>3</sup>Burlington Indus. v. Ellerth, 524 U.S. 742 (1998); Farragher v. City of Boca Raton, 524 U.S. 775 (1998).

<sup>4</sup>Ellerth, 524 U.S. at 762-763, citing Meritor Savings Bank v. Vinson, 477 U.S. 57 (1986).

<sup>5</sup>Ellerth, 524 U.S. at 760, citing Sauers v. Salt Lake County, 1 F.3d 1122, 1127 (10th Cir. 1993).

<sup>6</sup>Meritor, 477 U.S. at 69-70.

<sup>7</sup>U.S. Equal Employment Opportunity Commission, “Checklist Three: A Harassment Reporting System and Investigations.”

BY

Jennifer Elliott, Detective (Ret.), City of Falls Church Police Department, Virginia, and  
Gina Rollo White, Mindfulness Educator and  
Researcher, Mindful Junkie Outreach

# Cops, Pink Mohawks, and Mindfulness

**CRINGE-WORTHY VIDEOS OF NEGATIVE POLICE INTERACTIONS WITH THE PUBLIC CONTINUE TO MAKE NEWS HEADLINES. LIKE ALL PEOPLE, OFFICERS ENTER SITUATIONS ON DUTY AND OFF DUTY WITH THEIR OWN ISSUES OR PROBLEMS, AND, AS MOTIVATIONAL SPEAKER AND AUTHOR WILL BOWEN SAID IN HIS BOOK *COMPLAINT FREE RELATIONSHIPS: TRANSFORMING YOUR LIFE ONE RELATIONSHIP AT A TIME*, “HURT PEOPLE HURT PEOPLE.” THIS SITUATION IS FORCING PUBLIC SAFETY AGENCIES TO NOT ONLY MAKE OFFICER MENTAL HEALTH A PRIORITY, BUT ALSO LOOK BEYOND TRADITIONAL WELLNESS TOOLS TO KEEP THEIR EMPLOYEES HEALTHY AND EFFECTIVE.**

As agencies search for answers, mindfulness and meditation are emerging as innovative tools to tackle this difficult issue. Numerous articles in *Police Chief* have provided information in great detail about mindfulness and the benefits of adding it to the public safety culture, but the biggest challenge still remains: how best to bring mindfulness into a culture that probably will not greet it with open arms. Although there are many potential obstacles to introducing mindfulness into the public safety culture, one solution that has seen some initial success is teaming a contemplative practitioner (instructor) with a sworn public safety professional.

To make a contemplative program successful, public safety commanders must step outside of their comfort zones and be willing to show vulnerability by embracing new ideas. Edgar Schein, a professor emeritus at the MIT Sloan School of Management who is known for his groundbreaking work on the Organizational Culture Model said, “Leadership is the ability to step outside the culture to start evolutionary change processes that are more adaptive.”

Without this type of leadership, new wellness concepts will never break through existing cultural barriers.

Another challenge is finding a contemplative practitioner who embraces learning the public safety culture. A practitioner must “get it” in order to overcome public safety personnel’s discomfort with outsiders and their unconscious bias about contemplative practices and those that teach it. Dr. Dionne Wright Poulton, an educator, diversity and inclusion consultant, and conflict mediator, writes about this inherent bias in her book, *It’s Not Always Racist, But Sometimes It Is*, stating,

*Individuals have to make a conscious decision to be open-minded in order to welcome people into their lives who don’t look like them. This often requires a person to step outside of herself/himself as s/he moves through the world every day.*

The experience of City of Falls Church Police Detective Jennifer Elliott exemplified this point. In 2014, at a Mindfulness Leadership conference, Detective Elliott was sought out by Gina Rollo White, a mindfulness practitioner. White wanted to understand more about the barriers to cops meditating, but upon seeing White, Elliott immediately thought, “This person will never be able to train police.” With her pink mohawk (now white) and bold personality, White did not fit the profile of a law enforcement trainer.

Despite these misgivings, White and Elliott became allies, creating and implementing mindfulness curricula,

including White’s course Tactical Brain Training, at academies and departments across the United States that provide officers with tools to help manage the impact of work-related stresses. Feedback from program participants has been promising, as expressed by a recent participant’s comment, “This should be a required course for all working in law enforcement. Officers need to be taught coping mechanisms.”

This is a great time for these tools to emerge, as public safety is slowly becoming more transparent to the public about the wellness struggles within the policing profession. In fact, according to John Violanti, a research professor at the University of New York at Buffalo, police and detectives have a significantly higher risk of suicide (69 percent and 82 percent, respectively) than the average worker. Violanti, who studies police health analysis data from the Centers for Disease Control and Prevention, also stated, “What they forget is that they’re human.” This concept might seem obvious, but it is what often gets overlooked—cops are human. Training the mind to think, to respond versus react, and to be self-aware are key components of mindfulness training, and those skills are all part of being human.



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*Public safety commanders must step outside of their comfort zones and be willing to show vulnerability by embracing new ideas.*

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Self-awareness can be as simple as recognizing that the body is fatigued or it can be as complicated as noticing the nervous system is going haywire in the midst of a difficult experience and sending signals that should not be ignored.


The perception of mindfulness among law enforcement is slowly changing. Agencies are looking beyond the traditional wellness tools of the past and are embracing contemplative wellness practices in an effort to keep their employees safe, effective, and healthy throughout

their careers. More practitioners are being asked to bring mindfulness to public safety agencies, and symposiums and conferences are including mindfulness on their schedules. Officers are seeking these types of trainings at conferences instead of running from them. Participant comments, such as, “We should have brought this training in sooner” and “This course took away the ‘stigma’ of meditation,” demonstrate the time is right for this type of training. Leaders in the field, including the

unusual duo of Elliott and White, have found a healthy balance in delivering the science and application of mindfulness tools as a way to navigate the intricacies of working in law enforcement. ♡

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BY

Todd R. Engwer, Sergeant, New York State Police

# Distracted Driving Victim Impact Panels

Changing Driver Behaviors in New York State



**LIKE MOST FIELDS, THE POLICE PROFESSION HAS CHANGED IN RESPONSE TO EVOLVING TECHNOLOGIES OVER THE PAST 30 YEARS. BUT, DESPITE ALL THE ADVANCEMENTS IN TACTICAL GEAR, THE INCREASED COMPUTERIZATION OF TASKS, AND THE CHALLENGES OF NEW TECHNOLOGY-ENABLED CRIMES, PERHAPS NOTHING HAS CHANGED THE WAY WE DO BUSINESS MORE THAN THE CELLPHONE.**

One thing that has not changed is that the average person is still at far greater risk of being injured and killed in a car crash than from most other causes. Instead, a new traffic safety threat has emerged that is compounding and confounding police efforts to prevent traffic crashes—distracted driving caused by phone use and texting.

While enforcement is a critical component of traffic safety and a proven deterrent to handheld phone use, it is not the only countermeasure to distracted driving. Clearly, the proverbial “three Es of traffic safety,” enforcement, engineering, and education, each have their roles in any deeply rooted driving behavior. A variety of physical and app-based countermeasures are widely available, and, while traditional education and public awareness efforts are conducted at both state and local levels, another educational component has proven especially effective at changing behaviors in three New York State communities. Victim impact panels (VIPs) have been widely used for impaired driving offenders for many years, but

VIPs directed at phone use violators are having positive impacts on driver behavior in these communities. Although the programs in these communities evolved and are administered in slightly different ways, they share a key element: the participation of a victim advocate.



## WARREN/WASHINGTON COUNTY

The Warren/Washington County Victim Impact Panel (WWVIP) was started in 1999 and was designed specifically for impaired and intoxicated offenders. However, following a fatal crash in late



summer 2012 involving phone use, the former Warren County District Attorney asked judges in the county to incorporate distracted driving into the monthly WWVIP program and to direct cellphone and texting offenders into the program. The first combined VIP for distracted and impaired drivers was conducted in April 2013. During the first year, 278 distracted driver offenders attended the program.

The process to enroll in the program occurs at the first court appearance, where defendants are offered the option to participate in exchange for a reduced sentence. Handheld phone violations are punishable by fines as high as \$450 and five violation points (equivalent to reckless driving) in New York State. A referral database is maintained by the Glens Falls Police Department (GFPD), where the VIP panel is held monthly. Upon arrival, each participant is required to pay a \$25 fee (\$100 for an impaired driving defendant's second offense). The program is coordinated by Washington County Undersheriff John Winchell with assistance from command staff of the GFPD.

Each 60- to 90-minute session includes testimonials from people impacted by impaired driving and distracted driving crashes. Shortly after the distracted driving component was added in 2013, survivor advocate Jacy Good shared her story with attendees. She was critically injured, and both of her parents were killed in a crash caused by a distracted driver during a trip home from her college graduation in 2008. In addition to the tragic loss of her parents, Good continues to be debilitated by her injuries. Her initial appearance was funded by the National Safety Council through a survivor advocate grant provided by the New York State Governor's Traffic Safety Committee. The grant also supports education and awareness presentations by Good and her husband Steve Johnson to students across the state. Together, they also have a robust speaking



agenda outside the grant as part of their Hang Up and Drive outreach campaign.

Each distracted driving participant is provided with a cellphone wallet that blocks transmissions and is printed with Hang Up and Drive logos on the outside and includes a distracted driving facts tip sheet inside. The hope is that the product will serve as a reminder of the VIP experience and provide the tools, as well as the training, to limit distracted driving.

Winchell indicated that age does not determine distracted driving behaviors. "There is a wide range of offenders at each panel," he stated. Surveys from participants provide insight into the success of the program. After attending the session, some participants indicated they believe laws for distracted driving are too lenient. One participant stated "I know it was wrong to talk on my phone. Now, I really see it after hearing these stories. It only takes one time." As far as the effect of the VIPs on distracted driving overall, Winchell is pragmatic. "It will probably get worse before it gets better, but look how far we have come with seat belts. In the end, I owe the success of this program to the victims."

#### TOWN OF NEW CASTLE

The New Castle Police Department (NCPD) developed the Town of New Castle's distracted driver diversion course (DDDC) as a companion to its Hands on the Wheel/Off the Phone campaign, which was initiated in response to a distracted driving crash that mobilized the community in 2015. The enforcement program continues to this day with dedicated distracted driving details, and the town supervisor has supported the placement of Hands on the Wheel/Off the Phone banners around town and free magnets with the slogan are distributed.

In addition to enforcement and public awareness, in 2017, the NCPD developed the DDDC with the hope it would provide their enforcement efforts a more lasting impact. Offenders are offered a one-time option to attend the course in exchange for a reduced traffic offense. Each offender is charged \$30 to participate. While most of participants are present due to a distracted driving ticket, they are encouraged to bring a

friend at no cost to maximize the educational outreach. The fees collected make the program self-sustaining.

The course content involves opening remarks by a New Castle police officer and a presentation by Jacy Good, whose story leaves a lasting impression on the attendees. Proof of course completion is a stamped receipt that is provided to the prosecutor during pretrial hearing and considered favorably for a plea to a reduced charge. On average, 38 drivers attend each month, and, to date, 540 have attended the course since its implementation. According to Police Chief Charles Ferry, "The spectrum of age and gender [of attendees] is diverse. We are confident this is having a positive impact."

#### CITY OF ITHACA

The City of Ithaca Police Department (IPD) conducted an analysis of crash data, which revealed that 40 percent of the crashes investigated by the agency involved distraction or driver inattention as a contributing factor. Equipped with this information, Sergeant Barry Banfield and Traffic Officer Dana Haff met with the city judges, the district attorney, and department command staff to discuss developing its own DDDC that would add value to the traffic safety efforts of IPD. Consensus was achieved for a program designed to engage as many offenders as possible by offering the course at no cost, where each defendant would have an opportunity to plead to a lesser offense if they attended the DDDC.

Developing the program was a six-month process, which required gaining authorization of overtime for teaching by IPD officers to avoid impacting patrol strength, finding a suitable space to hold the course each month, developing a mechanism to ensure integrity for the plea process, and determining course content. Ultimately, the challenges were overcome, the chief approved the overtime use, the local library agreed to donate meeting space, the agency developed a special stamp to apply on the plea sheet, the course content was developed, and all stakeholders agreed to the process.



The DDDC is a one-hour program, which includes information about local crash statistics and videos from two victims of distracted driving crashes regarding how the crash has impacted their daily lives, including Jacy Good. Approximately 75 defendants participate each month. Although, the program is relatively new, survey data indicate it is having an impact on the participants.

#### VICTIM IMPACT PANELS MAKING A DIFFERENCE

While none of the programs could offer any solid data indicating that this outreach is moving the traffic safety needle in the right direction, the comments from the participants certainly suggest they are having an impact on those who attend these programs. Although each of the three VIP-based programs differ slightly in terms of the number of sessions conducted per year, cost, and

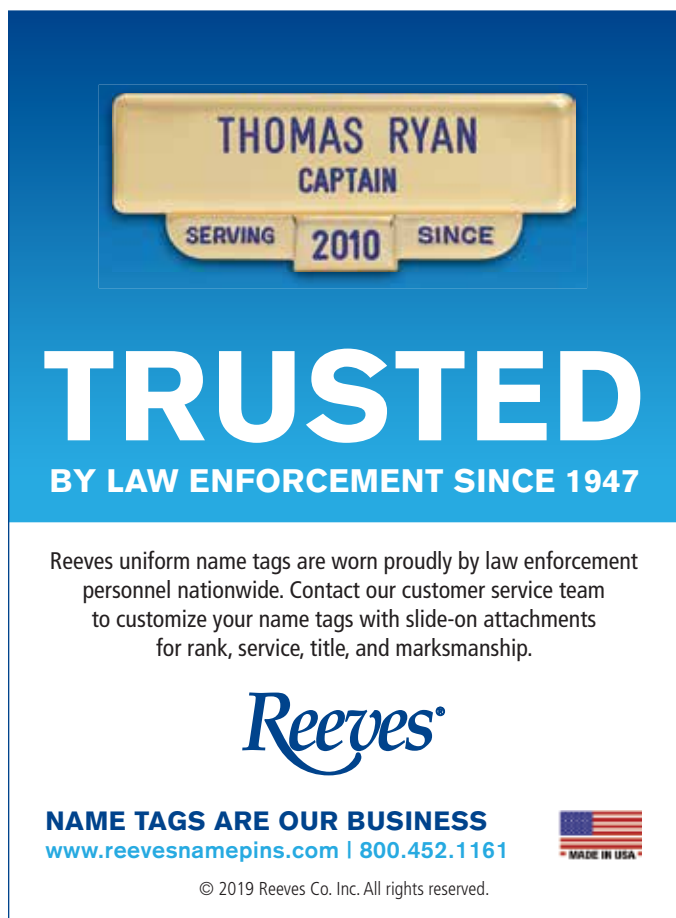
plea parameters, they have demonstrated the effectiveness of the concept at the city, town, and county levels. The VIPs also demonstrate that a specific challenge of distracted driving is that the behavior is rampant across a spectrum of drivers—simply targeting one demographic with education or enforcement will not improve traffic safety; any solution needs to be multifaceted.

A common thread among the VIPs was the participation by survivor advocate Jacy Good, whose insight supports the aforementioned challenge for law enforcement, commenting,

*The thing that has stood out to me at the VIPs is the age range. They seem to be far more heavily populated by working-age individuals than many would expect. While teenagers are not innocent when it comes to distracted driving, we need to see*

*a cultural change in how we think about this issue. Adults are so quick to place blame on young drivers, but if one looks at the people filling the seats at these panels, it's obvious that every demographic is responsible for creating hazards on our roads. We need to stop pointing fingers solely at young people and point them in every direction, including at ourselves.*

Agencies that decide to create distracted driving VIPs in their communities will face some challenges, much like those discussed in these case studies. Perhaps, the most challenging (and most important) task will be finding a survivor advocate willing to share, time and again, his or her personal heartache with offenders. Law enforcement officers owe it to these courageous advocates to make sure there are no more victims of distracted driving crashes. ♡



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# The Police Autism Patch Challenge



Detective Christopher Greco (center) and colleagues show support for the New Rochelle Police Autism Patch Challenge.

## Detective Christopher T. Greco

NEW ROCHELLE POLICE DEPARTMENT, NY



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MEMBER OF WESTCHESTER COUNTY AUTISM ADVISORY BOARD



PRESIDENT OF THE NEW ROCHELLE POLICE BENEVOLENT ASSOCIATION

## LIKE MANY OFFICERS, DETECTIVE CHRISTOPHER T. GRECO OF THE NEW ROCHELLE POLICE DEPARTMENT (NEW YORK) HAS TWO FULL-TIME ROLES: OFFICER AND PARENT.

As the father of a young teen who has autism and is nonverbal, Detective Greco intimately understands the concerns parents and caregivers have about law enforcement's awareness of and training in handling calls for service that involve children with autism.

As a police officer, Detective Greco decided to do something about it.

In 2017, Detective Greco met with the New Rochelle police commissioner at the time, Patrick Carroll, and showed him a prototype magnet that Detective Greco proposed be attached to the agency's fleet during April (Autism Awareness Month). This simple request had three main goals in mind: (1) show the agency's support for individuals (especially children) with autism and let parents and caregivers know that the police are aware of their concerns;

(2) raise funds to donate to local charities and programs that directly benefit children with autism; and (3) develop or improve the agency's training protocols for dealing with individuals with autism. His idea was approved, and the New Rochelle Autism Patch Challenge was born.

With the help of a Facebook page and a challenge to three other nearby agencies, the project took off quickly; by the time April 2017 came around, 80 agencies across multiple states were participating in the challenge. In addition, the idea evolved from car magnets to also include shoulder patches for participating agencies' officers to wear each April.

As of February 2019, the challenge had grown to include approximately 300 agencies, with more joining every day from all around the United

States, including the New York Police Department Counterterrorism Bureau; Los Angeles County, California, Sheriff's Office; Boston, Massachusetts, Police Department; Chicago, Illinois, Police Department, and Mobile, Alabama, Police Department, to name a few, as well as from places outside the United States, such as Australia. As more agencies join in this effort, the autism awareness movement among law enforcement grows exponentially—even agencies unaware of the challenge see their neighboring jurisdictions' magnets and patches and embrace the idea at their own organizations.

The Autism Patch Challenge is more than just a symbol displayed once a year, and Detective Greco sees evidence that the goals he had in mind when he proposed the initiative are being achieved, pointing out, "A quick Internet search and Facebook search

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*Police leaders, union leaders, teachers, principals, caregivers, and parents have all praised the program and are grateful that we ‘get it.’*

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will prove that many agencies from around the country are receiving new or improved training on how to detect and handle calls of service involving autistic children.”

In addition to increased awareness and the vital training element, the project also contributes to community-police relations by connecting with families who have children with autism and by raising funds for local organizations that support those with autism (e.g., P.O.A.C. Autism Services – New Jersey, Autism Society of Southeastern Wisconsin, and William Ward Elementary School – New York). Detective Greco says, “The feedback from parents and first responder

agencies has been great. Police leaders, union leaders, teachers, principals, caregivers, and parents have all praised the program and are grateful that we ‘get it.’” As a parent of a child with autism, Detective Greco both recognizes the importance of community support and knows how important it is to feel confident that your local police will understand how to handle situations that might arise involving a person with autism, from a child wandering off and getting lost to communication issues during encounters with police.

Autism affects individuals worldwide, some of whom cannot speak for themselves. However, Detective Greco,

New Rochelle Police Department, and the hundreds of other law enforcement organizations who have joined the movement are doing more than just giving them a voice. Through fundraising, training, and spreading awareness, in the words of Detective Greco, “We are directly impacting the lives of autistic children and adults now more than ever.” ♡

## GET INVOLVED

Interested in joining the Autism Patch Challenge? Detective Greco provides the following recommendations:

- Accept the challenge and pass it on!
- Create custom decals for your fleet and a matching shoulder patch for officers to wear each April.
- Fundraise at any time of year by selling T-shirts, patches, challenge coins, and so forth; donate the proceeds to local programs or schools that directly assist individuals with autism.

Visit the New Rochelle Police Autism Patch Challenge Facebook page to see other agencies’ patches, fundraising efforts, and events and to share yours.

Does your agency have an initiative or project you’d like to see featured? Email us at [EDITOR@THEIACP.ORG](mailto:EDITOR@THEIACP.ORG).





## Research abounds on topics related to law enforcement and criminal justice, and it can be difficult to sift through it all. Informer breaks down three studies for law enforcement leaders to help keep them up to date.

### INTIMATE PARTNER HOMICIDE OF ADOLESCENTS

According to the Centers for Disease Control and Prevention, homicide is the third leading cause of death among adolescents. Given the high rate of intimate partner violence (IPV) among juveniles, this study sought to better understand the risk factors for intimate partner homicide (IPH). Researchers analyzed data from the Restricted Access Database of the National Violent Death Reporting System from 2003 to 2016, which included data from 32 states.

This study—the largest population-based examination of adolescent IPH victims—analyzed demographics, location, and motivational factors. Results showed that 7 percent of adolescent homicides were committed by intimate partners, and 90 percent of IPH victims were female. Eighty-nine percent of the perpetrators were male. The study found that 27.3 percent of the homicides were motivated by broken or desired relationships or jealousy. Altercations accounted for 24.7 percent, while reckless firearm behavior accounted for 8 percent. Nearly 7 percent were pregnancy related. More than half (56.7 percent) of the IPH incidents were carried out using a firearm, and 83 percent of the firearms were handguns. Although only 18 percent of the homicide cases showed a history of prior IPV, the actual figure is probably much higher, due to underreporting of abuse.

These results support the belief that adolescent IPH victims are primarily girls in troubled relationships with partners who have access to firearms. Programs aimed at reducing youth violence should consider these factors when allocating resources.

Avanti Adhia, Mary A. Kernic, David Hemenway, Monica S. Vavilala, and Frederick P. Rivara. "Intimate Partner Homicide of Adolescents," *JAMA Pediatrics* (April 15, 2019).

### ASSISTANCE FOR OLDER ADULT VICTIMS OF FINANCIAL EXPLOITATION

Financial exploitation (FE) is a growing form of elder abuse in the United States. Evidence suggests older adults experiencing depression, having poorer cognitive abilities, or lacking in financial management skills are especially at risk. To help with this growing problem, researchers in Detroit, Michigan, developed the Success After Financial Exploitation (SAFE) program and conducted a preliminary study of participating older adults.

The SAFE program features two primary components: (1) community education for older adults and their family and friends, as well as professionals who work with older adults, and (2) short-term coaching and financial services to assist elderly FE victims in regaining control of their finances. The education program both aids in prevention and serves a channel for referrals to the coaching services.

The program's companion study examined FE victims' physical and mental health as well as their financial decision-making abilities, as compared to a control group consisting of older adults who were not FE victims. Results indicated that SAFE was effective in reaching a segment of the older adult population with significantly increased physical and mental health vulnerabilities compared to non-FE victims. In addition to the empirical data, the study includes encouraging anecdotal evidence in the form of four case studies. These outcomes suggest that local law enforcement agencies might benefit from forming community partnerships to drive similar programs in their jurisdictions.

Peter A. Lichtenberg, Latoya Hall, Evan Gross, and Rebecca Campbell, "Providing Assistance for Older Adult Financial Exploitation Victims: Implications for Clinical Gerontologists," *Clinical Gerontologist* (January 2019): 1–9.

### SCREENING FOR HUMAN TRAFFICKING OF HOMELESS YOUNG ADULTS

Because human traffickers target individuals in need as potential victims, homeless young adults are especially vulnerable. Although screening tools exist for identifying trafficked youth at homeless shelters and similar facilities, the tools tend to be too lengthy to effectively administer to all who seek help at these facilities. A team of researchers in New Jersey launched a study with the goal of developing a fast and simple screening instrument that could be administered by social services personnel.

Researchers from the Icahn School of Medicine at Mount Sinai performed 340 trafficking assessments for 307 study participants over a 15-month period in 2015–2017. After identifying candidate questions and comparing results with established screening tools, the team created the new screening tool—the Quick Youth Indicators for Trafficking (QYIT), a set of four yes-or-no questions.

The QYIT had an increasing positive predictive value for each question a participant answered positively, with an overall sensitivity of 86.7 percent. The team concluded that the tool is effective for screening young adult homeless individuals, provided that those who test positive as trafficking victims then receive a comprehensive assessment using an established tool. Results from this study suggest that a tool such as the QYIT can provide law enforcement agencies with an opportunity to collaborate with community groups offering services to homeless youth to better identify trafficking victims in this needy population.

Makini Chisolm-Straker, Jeremy Szea, Julia Einbond, James Whiteb, and Hanni Stoklosa, "Screening for Human Trafficking Among Homeless Young Adults," *Children and Youth Services Review* 98 (March 2019): 72–79.

Read it at [www.sciencedirect.com/science/article/pii/S0190740918307540](http://www.sciencedirect.com/science/article/pii/S0190740918307540).

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# POLICE SEARCH RESPONSE TO LOST VULNERABLE ADULTS

BY

Lorie Velarde, Geographic Information Systems Analyst, Irvine Police Department, California; David Etlinger, Detective, Irvine Police Department; and D. Kim Rossmo, Professor, Texas State University

In February 2018, an 80-year-old man with dementia disappeared with his grocery cart from a shopping center in Southern California. The Irvine Police Department (IPD) launched a large-scale search that eventually involved an entire shift of officers and 126 volunteers from the Community Emergency Response Team (CERT). Social media posts about the situation were made, and automated voicemail and text alerts were sent to area residents. IPD had researched lost vulnerable adults and knew those on foot were typically found close to where they were last seen (median distance of 1.2 miles). The man had most likely walked in a straight line along one of the two streets bordering the shopping center until he got “stuck” somewhere. Officers were also aware that the mortality rate for this type of missing person was high. Time was a critical factor, as temperature lows were below 40 degrees Fahrenheit.

The search continued into the night. Video surveillance recovered from restaurants and transit buses showed the man walking west along one of the streets, still pushing his shopping cart. Knowing his direction of travel helped focus search efforts. Just after midnight, officers found the man’s shopping cart. He had turned into an access way where he lost control of his cart down an embankment.

Police brought out bloodhounds and a helicopter equipped with a forward-looking infrared (FLIR) camera system. At 2:20 a.m., the missing man’s heat signature was spotted in a 25-foot-deep ravine, 300 yards from his shopping cart. He had entered a flood control channel and could not get out. The elderly man was alive but immobile and suffering from hypothermia. He had been missing for 33 hours and traveled just over a mile from his starting point.





**THE PRECEDING STORY IS NOT AN ISOLATED INCIDENT, BUT UNFORTUNATELY, NOT ALL OF THESE CASES TURN OUT AS WELL.** On average, 152 adults go missing each year in Irvine. While the majority of these people voluntarily leave their homes and then return on their own, a significant number end up lost and are unable to return without help.

In his 2017 IACP presidential address, Chief Louis Dekmar identified at-risk elderly and mental health challenges as two of the major issues now facing police agencies. In response to these challenges, the Irvine Police Department conducted a study of missing adults. Relevant reports from the years 2012 to 2017 were examined to identify vulnerability factors and determine how and where these individuals were eventually located.

## DATA

Irvine is a suburban city in the greater Los Angeles metropolitan area, with a population of approximately 276,000. From 2012 to 2017, 759 adults were reported missing to the Irvine Police Department. Of these, 378 were quickly located (92 percent of whom were found within two hours) and so no police report was taken. Of the remaining 381 missing adults, 63 (17 percent) were determined to have been lost vulnerable adults (LVAs), meaning they were unable to find their way home. Most of these LVAs were elderly, and almost all suffered from some form of cognitive impairment. This translates to an average of just over 10 lost adults who need help every year in Irvine, equivalent to almost 1 per month.

**Age and Sex:** LVAs ranged from 18 to 93 years in age, with older persons overrepresented: 75 percent were over 60, 54 percent over 70, and 19 percent over 80 years. While only 34 percent of all reported missing adults over 40 years of age were determined to be LVAs, the percentage increased to 68 percent for those over 60 and 83 percent for those over 70.

Navigation is a complex process involving many factors, but research shows the ability to find one's way within an environment is dependent upon a person's memory. As people age, their memory can diminish; in severe cases, individuals may be unable to find their way even in familiar territory.

A large proportion of LVAs were male (73 percent), a disparity even more significant given that there are fewer men than women over the age of 65 (43 percent vs. 57 percent).

**Mental Capacity:** Most of the LVAs (52 or 83 percent) in this study had a known health issue that affected their mental capabilities:

- 18 – dementia or mild dementia
- 11 – cognitive deficits
- 9 – confusion, forgetfulness, intoxication, or diminished ability to navigate at night
- 5 – Alzheimer's
- 5 – schizophrenia
- 3 – autism
- 1 – stroke
- 6 – no known mental capacity issues
- 5 – mental status not noted in police report

The circumstances for LVAs without cognitive issues were different—they included a male who became separated from his friends after leaving a crowded concert, a mountain biker lost while cycling at night on a mountain trail, and visitors from a foreign country. In the case of the mountain biker, the search and rescue efforts caused considerable embarrassment to him, and he refused medical attention even though he'd been exposed to the elements for 30 hours. Admitting to being lost carries a stigma, and LVAs may sometimes fail to seek help.

**Drivers:** The distances LVAs traveled depended upon whether they had access to a vehicle. For those who were driving (32 percent), the location where they were found was usually a great distance from their home or from where they went missing. The median distance was 26 miles (range 0 to 493 miles). LVAs who were driving generally traveled until they ran out of gas, their vehicle got stuck, or they were stopped by the police. Surprisingly, while diminished mental capacity affects navigation, it does not appear to significantly impair a person's ability to operate a motor vehicle. Police often came into contact with the LVA because the officer was either dispatched to the person's location or was specifically looking for the person. No LVAs were stopped for vehicle code violations.

### Irvine LVA Facts

18–93

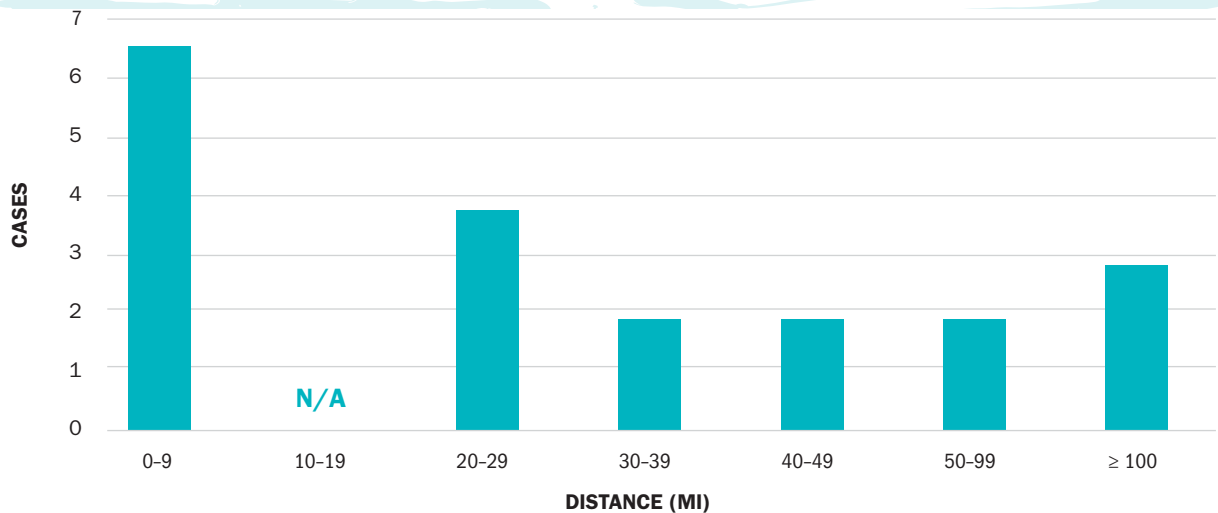
Age Range



75%

Are Over 60

**FIGURE 1. DISTANCE DRIVEN BY LOST VULNERABLE ADULTS BEFORE BEING FOUND.**



#### Irvine LVA Fact



**73%**

**Are Male**

Only three LVAs refueled their vehicle; the rest either ran out of gas or were stopped first. Only one LVA driver flagged down a police officer to ask for help. The data suggest many LVAs drive until they are no longer able to. At least one person simply stayed on the same road until it came to a dead end.

**Walkers:** Those LVAs who were walking (62 percent) generally traveled much shorter distances. The median distance was 1.2 miles from their home or where they went missing (range 0.1 to 7 miles). Walking LVAs were found in Irvine or a bordering city, in an urban environment with houses and people nearby. Many of these individuals were still walking at the time they were located.

In one case, the LVA walked in a straight line on the same street. This behavior is consistent with the narrowed visual field experienced by Alzheimer's and dementia patients. This limitation reduces one's ability to navigate by landmarks and may cause a person to walk in a straight line, able to concentrate only on what is in front of them. People with this issue fail to recognize familiar turnoffs as they do not look at anything on either side of them. An LVA walking in a straight line moves quickly away from his or her point of origin and may end up in an unfamiliar area.

**Destinations:** While a few LVAs were headed to a location several miles from their home and got lost on the way, most went for a walk or short trip but then could not find their way home. In some of the dementia and Alzheimer's cases, the LVA was trying to reach a location that was important to the person earlier in life. For example, one man, who had recently moved to Irvine, attempted to return to his old home in another city. Another was able to make his way to the airport because he wanted to fly to a familiar but distant location. LVAs may be very industrious in their efforts to

return "home," and a few actually made it. Before going missing, some individuals mentioned to family members that they wanted to visit a familiar old location.

The reasons LVAs got lost were varied and are not always known, but a few commonalities emerged. Some had recently moved to Irvine or were visiting and were unfamiliar with the area. Others were trying to navigate at night. However, in most cases the LVA did not know why he or she got lost or had no memory of the incident.

**Time Missing:** Family members of LVAs generally waited three to four hours (median 3.5 hours) before reporting the person missing. It then took police an average of four hours to find the LVA. The median total time missing was nine hours (range one hour to five days). This is a significant amount of time, as many LVAs were taking medication and did not have food, water, or access to a restroom. Dehydration can set in after only a few hours. Depending on the weather, an LVA can quickly suffer from fluid loss, leading to several medical issues; these problems occur more rapidly in the elderly who might not be used to walking or driving for long periods of time. Relationships were found between the following factors:

1. How long an LVA was missing before being reported to the police and the length of time it took to find him or her
2. How long a walking LVA was missing before being reported to the police and the distance he or she traveled
3. How long a driving LVA was missing after being reported to the police and the distance he or she traveled

Knowing how long LVAs have been gone both before and after they have been reported missing can be indicative of the distance they have traveled and how long it may take to find them.

# IACP

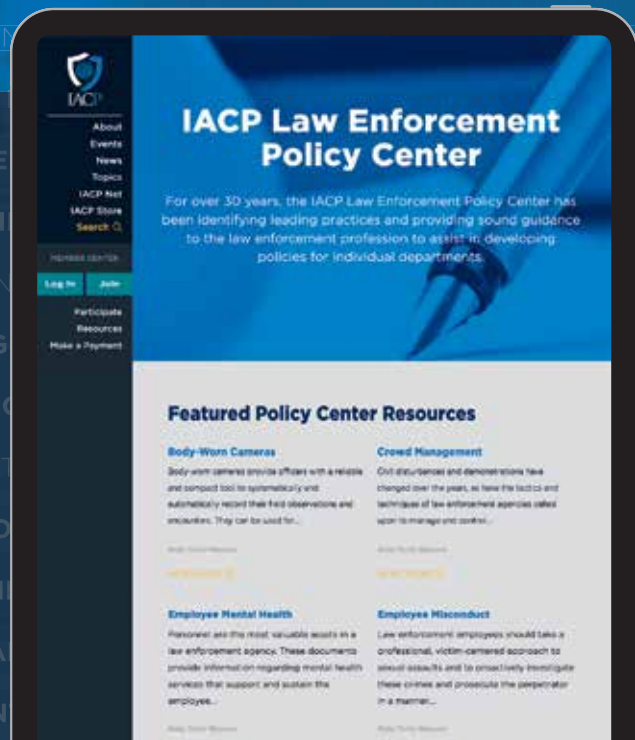
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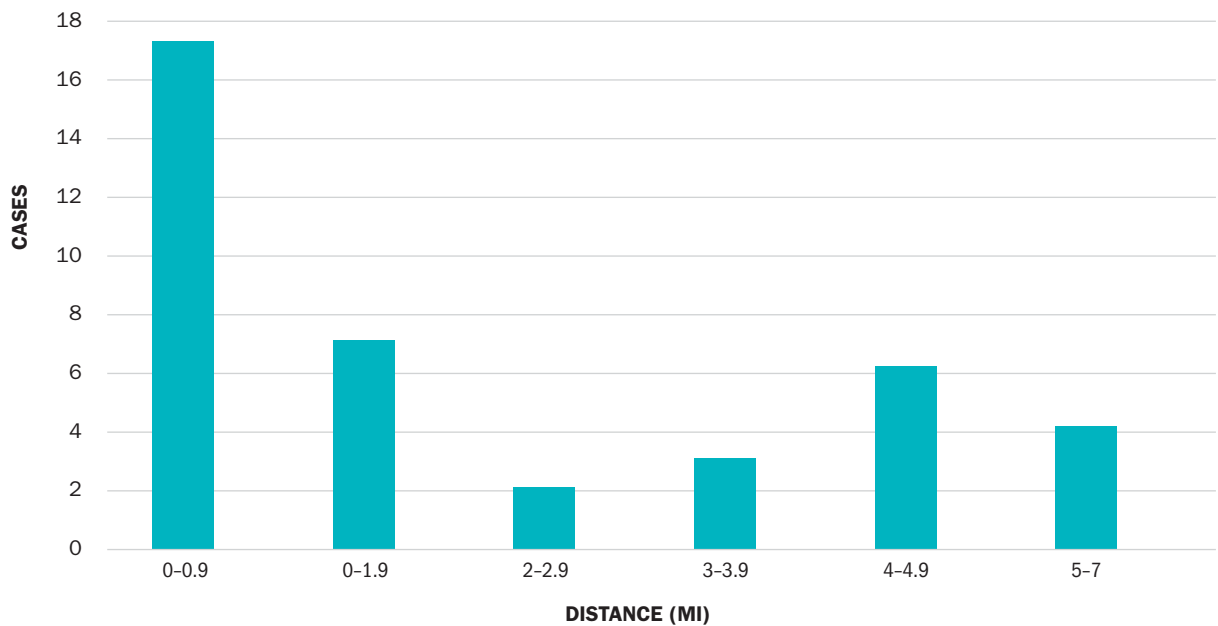
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**FIGURE 2. DISTANCE WALKED BY LOST VULNERABLE ADULTS BEFORE BEING FOUND**



**Most of the LVAs in This Study Had a Known Health Issue**

Dementia or mild dementia

Cognitive deficits

Confusion, forgetfulness, intoxication, or diminished ability to navigate at night

Alzheimer's

Schizophrenia

Autism

Stroke

Time is critical for LVAs with Alzheimer's disease, dementia, or any level of confusion or forgetfulness. A large-scale study found a 25 percent fatality rate for lost adults not found within the first 24 hours, which increased to 40 percent after 48 hours. One of the four Alzheimer's or dementia patients missing for more than 24 hours in Irvine died before being found.

**How Found:** As mentioned, driving LVAs were typically found because their vehicles ran out of gas or a police officer was specifically looking for them. These individuals tend to drive until they are no longer able to, which can result in them ending up in remote locations exposed to harsh environments. In one case, an LVA was found deceased after his vehicle got stuck in the mud; he died either of a heart attack or exposure as he tried to free the vehicle. In another case, an LVA drove into the San Bernardino Mountains where his vehicle was disabled; he was found outside, suffering from hypothermia. In a third case, a woman was found wandering around after she'd run her vehicle up an embankment.

Walking LVAs were usually found by a police officer, a civilian, or a family member searching for them. Only a few of these individuals were reported to police by members of the public because they looked "out of place" or "like something was wrong with them." LVAs in Irvine are generally well-groomed, and it might not be readily apparent to others that they're lost, tired, or dehydrated. Unfortunately, these individuals usually do not ask for help, even when their situations are dire.

Only one LVA in this study was able to return home without police or rescuer assistance. This person had difficulty navigating at night and was missing for six hours. While there were probably more LVAs in Irvine who were able to make it home on their own, they did so before a police report was taken.

LVAs often do not have a cellphone with them, either because they do not possess one or fail to regularly carry one. In the few cases where they did have a cellphone and it was powered on, the LVAs were quickly located through cellphone GPS technology.

## STUDY FINDINGS

The study provided insight into a number of common factors in LVA cases, including the following:

- Most elderly missing persons for whom a police report is taken (i.e., those who are missing for more than a couple of hours) are unable to return home on their own (68 percent of those over age 60, and 83 percent of those over 70).
- Almost all LVAs had some sort of known mental health impairment affecting their cognitive abilities.
- LVAs who have dementia or Alzheimer's may try to go to a location that was important to them earlier in their lives, such as a previous home. Some may have recently spoken about their desire to visit this place.
- LVAs are typically missing for about eight hours. Many are gone overnight and often do not eat, drink, or take their medication during this time.



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- LVAs do not always appear to be obviously lost and usually do not show signs that prompt others to ask if they need help.
- LVAs, due to the stigma associated with being lost or a failure to recognize the seriousness of their predicament, often don't ask for help from others they encounter.

## Findings: Walking LVAs

### LVAs who are walking will

- usually be found close to home (median distance 1.2 miles);
- generally be found in an environment similar to the one from which they disappeared—if this was an urban environment, they are likely to be located in an area with houses and people; and
- probably be found by someone specifically looking for them (as opposed to a member of the public).

## Findings: Driving LVAs

### LVAs who are driving will

- usually be found far from home (median distance 26 miles);
- generally be found when their vehicle runs out of gas or a police officer makes contact with them;
- often continue driving until they reach a dead end, their vehicle gets stuck, or they run out of gas; and
- probably not refuel their vehicle, limiting their travel to the amount of gas already in their vehicle's tank.

## RECOMMENDATIONS

California penal code defines missing adults as “at-risk” if they meet one of the following criteria: (1) they are the victim of a crime or foul play; (2) they are in need of medical attention; (3) they have no pattern of running away or disappearing; or (4) they have cognitive or developmental disabilities. However, the code also states that law enforcement is not limited to these criteria when identifying at-risk adults and the final determination should be based on the specific facts of each case.

The Irvine Police Department performs a series of actions when investigating an at-risk missing person's report, including creating a BOLO (be on the lookout) bulletin, entering the person's information into the California Missing Persons System (MPS), conducting searches, and sending out community alerts. Additionally, Irvine participates in a Return Home Registry program, a voluntary information system for at-risk individuals. This database helps officers quickly identify family members of missing persons if they are located in the field before being reported as missing.

The following suggestions are for the systematic activation of law enforcement responses based on specific incident criteria:

- All missing persons over the age of 60 should be treated as at-risk if they (1) have any type of mental capacity issue; (2) are in need of medication; or (3) have been missing for more than four hours (as it can be expected it will take another four hours to find them).
- All missing persons over the age of 70, irrespective of their mental capacity, should be treated as at-risk.
- The reporting party and family members should be interviewed about possible places the LVA may be trying to go to, and officers should then be sent to these locations.
- If the LVA is driving, the person's description and vehicle information should be entered into the missing persons and Silver Alert systems as soon as possible and the license plate number into all relevant law enforcement vehicle information systems. LVAs can travel long distances and may be found by an outside police agency. Officers should have the ability to actively locate the missing person by running the vehicle's license plate through their vehicle database system or passively through the use of automated license plate readers (ALPRs).
- If the LVA is driving, the reporting party should be asked not only for the year, make, model, and color of the missing person's vehicle, but also if they know how much fuel was in the gas tank. Credit card and bank statements may reveal the last time the car was fueled. A travel range can be calculated from the vehicle's gas mileage and the amount of fuel in the tank. This information should then be used to notify outside agencies so they will also be on the lookout for the missing person.
- If the LVA is walking, a photograph and description of the person should be pushed out via social media (including Facebook, Twitter, and NextDoor) and the press media. Additionally, if possible, automated telephone calls should be made to residents within a two-mile radius.
- If the LVA is walking, a physical search should be conducted as soon as possible. The search procedure for an LVA on foot follows:
  1. Generate a map marked with a two-mile radius centered on the location where the LVA was last seen or known to be.
  2. Divide the map into grids, with the number of grid cells corresponding to the number of search teams.
  3. Provide each team a highly detailed map of their search grid area.
  4. Give every search team member a photograph and description of the LVA, which can be shown to members of the public.





5. Consider using police explorers and other volunteers to help in the search.
  6. When appropriate, deploy bloodhounds or a helicopter.
- After the LVA is located, he or she should be transported to the hospital for medical evaluation.
  - After the LVA is located, the person should be entered into the department's Return Home Registry. Family members should be provided information about their options, including the possibility of equipping the LVA with a GPS-enabled wearable device.

encounter the LVA. If the person is walking, he or she is likely to be found nearby. A local search should be initiated as soon as possible, using police and volunteer resources in an organized grid pattern informed by the LVA's personal history. ♥

## CONCLUSION

A significant number of vulnerable adults become lost every year. These individuals often lack access to food, water, and medication, and finding them quickly can be a matter of life and death. Those who are driving when they go missing are likely to travel some distance. Their vehicle information should be entered into all relevant police computer systems so other agencies will be aware of their status if they

### IACP Resources

- Missing Persons with Alzheimer's Disease Model Policy
- A Guide to Law Enforcement on Voluntary Registry Programs for Vulnerable Populations
- Identifying and Helping a Driver with Alzheimer's Disease

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**BY**  
Barbara J. Morvay, Law  
Enforcement and First  
Responder Trainer on Special  
Needs, Florida

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# RESPONDING TO INCIDENTS INVOLVING **Vulnerable Persons with Diverse Special Needs**

*You are dispatched to a robbery. Upon arrival, you observe three men fleeing the scene. You and your partner pursue and are able to apprehend two of the three men. One of the individuals is demonstrating unusual behavior. He is rocking back and forth and muttering to himself. He does not respond to your directions. His behavior is erratic. He tries to harm himself. You try to grab his hands and cuff him, but it takes a while. It's obvious that something is not quite right. What's next?*

**ENCOUNTERS LIKE THE ONE DESCRIBED HERE ARE ALL TOO FAMILIAR TO LAW ENFORCEMENT OFFICERS.** How is one to handle the situation? How does an officer determine if the individual is impaired by drugs or alcohol or cognitively impaired? Does the person have a disability like autism? Does the person speak the officer's language? Do the person's extraneous movements look like a seizure? Is the person self-abusive?

A person with an obvious physical disability is easy to recognize. Their symptoms manifest themselves in ways you can see. A person in a wheelchair, using a walker, or a cane has an obvious mobility impairment. But, what about "invisible" disabilities that are not so easy to recognize?

Today's law enforcement officers are dealing with intense situations that are more challenging and life threatening than in past years. Many times, persons with special needs and disabilities are involved, which presents an even more difficult situation for officers who are not trained to deal with the unique needs of persons with disabilities.

It's not uncommon for persons with various disabilities to be used by criminals to assist in illegal activities without understanding their involvement in the criminal act or the consequences of their involvement. The person may want to be accepted and may agree to help with the unlawful activities in order to gain friendship and acknowledgment.

A law enforcement confrontation with a person with emotional or cognitive disabilities can escalate quickly. For instance, the person could respond inappropriately because he or she does not understand what is happening. The individual may not be able to effectively communicate and may appear to be more of a threat because of his or her noncompliance which, unbeknownst

to the officer, may be "non-willful." Such individuals might not understand commands or instructions. They may be overwhelmed by the police presence and may say what they think the officers want to hear. They may have difficulty describing facts or details and will often demonstrate confusion.

Other times, a suspect with special needs may present what is called the "affirmative dilemma." For example, this may occur when the person is questioned and he or she consistently responds with "Yes!" It's important to recognize at this point that the person may just be trying to please the officer or simply cooperate—but does not know the answer. In their mind, the person believes he or she is doing the right thing. Here is an





extreme example of a person presenting the affirmative dilemma:

Q. Do you understand the rights I just read to you?

A. Yes.

Q. Do you want to waive your rights?

A. Yes.

Q. Do you need a pen?

A. Yes.

Q. Can you write your name?

A. Yes.

Q. Did you kill the victim?

A. Yes.

Q. What is the victim's name?

A. Yes.

Q. Is the victim Jimmy Hoffa?

A. Yes.

Q. Is Jimmy Hoffa related to Big Bird?

A. Yes.

At this point, it is obvious there is a problem—the person is answering “yes” to everything, regardless of whether he or she knows the answer or if it makes sense. The law enforcement official should stop questioning the individual at this point. It is clear that the person does not understand what is occurring and surely could not comprehend the *Miranda* warnings.

Cognitive or verbal impairment is not visible. Persons with autism, communication disorders, sensory disorders, or processing disorders are more difficult to deal with from a law enforcement perspective, particularly due to a lack of criminal culpability. In short, they have no *mens rea*. An officer faced with this situation in the field needs to first secure the individual for the safety of the individual, the officer, and others nearby. In this regard, the initial encounter with the person is the most critical time period. Here, the ability to de-escalate the encounter is of utmost importance, and additional training to assist officers in dealing with persons with disabilities in this type of encounter is essential. If the officer is able to effectively communicate with the individual, the situation may be safely de-escalated.

By utilizing some of the strategies outlined herein, a law enforcement official may be able to exercise safe control of the situation and bring it to a successful conclusion.

## COMMUNICATION AT THE SCENE

At the scene, the best course of action would be to deal with an individual with disabilities last if there are multiple people involved. As long as the person is not exhibiting actions that may be harmful to him- or herself or others at this moment, deal with the other suspects first. After the other suspects are taken into custody, the officer should turn his or her attention to the individual with special needs.

Depending upon the circumstances, the subject may be sitting, standing, or yelling. Obviously, if he or she is running away, the officer will not be able to talk to the suspect until he or she is secured and cuffed. It might not be possible to identify if the person has special needs until sometime later.

**Explain what is happening or going to happen.** Officers should identify themselves as officers when approaching the suspect; state this in a firm but calm voice. This may be obvious to many people, but it might not be to a person with special needs. Chronologically, the suspect may be an adult, but his or her mental age could be much younger, with the functional level of a child. That is why explanations are essential. Officers should explain that their job is to put handcuffs on the individual and give him or her a ride in the back of the police car; that the officers will take him or her to the office to have a talk; that they might be able to give him or her a drink and a snack; and he or she can help the officers understand what was happening.

**Keep it simple.** For a suspect with cognitive or mental disabilities, when the officer explains what will happen next,





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it can provide comfort and lessen any potential problems. It eliminates the fear of the unknown. Officers should be aware that they may have to repeat these comments several times. For this individual, knowing what will happen next will have a calming effect. Tell the individual that the officer will accompany him or her and that he or she is not alone. While this approach might not work for every suspect with special needs whom an officer encounters, it does provide a framework for success with many.

## COMMUNICATION IN CUSTODY

Once the individual is in custody, the officer needs to determine if the person has any limitations that would indicate a disability. At this point, it is a controlled atmosphere and things can proceed at a calmer pace.

**Don't stop self-soothing behaviors.** During this period, the first essential thing to do is observe the individual. Is he or she sweating or shaking? Rocking back and forth or side to side? Talking or singing? Is he or she demonstrating any repetitive activity, such as playing with fingers or hands or tapping his or her feet? Is the person's head continuously moving from side to side? Do not try and stop the behavior as this may escalate the situation—let the behavior continue. For certain individuals, such behavior may be self-soothing and calming. The officer should document the activity.

## IT'S IMPORTANT TO RECOGNIZE THAT IF AN INDIVIDUAL WITH SPECIAL NEEDS IS EXPERIENCING EXTREME FEAR AND STRESS, THAT PERSON MAY BE UNABLE TO ANSWER THE QUESTIONS.

**Limit physical contact.** Some persons with a disability cannot cope with touching. Some persons with autism can become combative when touched.

**Be calm and patient.** When officers question a suspect with special needs, they should do so in a calm voice; don't talk loudly or yell. Tell the individual that the officer is just going to talk to him or her. Officers should be kind and introduce themselves. Tell the person you are going to sit with him or her and recognize that he or she may be disoriented, confused, and scared.

**Determine understanding and presence of special needs.** The questioning officer's job is to determine

if the suspect understands what is happening. Allow time for cognitive processing. It may take the person some time to answer; be patient. Also, the individual may repeat the question for the answer. This is called an echolalia response, which may be a sign of autism or a sign of a developmental disability. If the person is given sufficient time and he or she does not respond, go on to the next question. The person might not know the answer. Don't judge him or her; it's important that the person trusts the officers.

There are certain questions that can assist in determining whether the person is aware of his or her surroundings (oriented to time and place), and whether the person has special needs. The questions are basic and could be answered by the average person. They determine language comprehension; cognitive processing; the ability to carry out simple commands; and basic reading, math, and writing skills.

This simple process can determine the person's basic abilities. It's important to recognize that if an individual with special needs is experiencing extreme fear and stress, that person may be unable to answer the questions. Everyone has said or heard someone say, "I am so upset, I can't think!" This happens to most people, but it happens more frequently to people with disabilities. Allow some time to pass and try again.

First, it needs to be determined if the person can hear the officer. The best way is to simply ask the person, "Do you hear me?" If the individual does not respond, he or she may be noncompliant and disrespectful, or there may be other reasons for the lack of response. The person might not speak English; he or she may be deaf; or the individual may be too stressed out or anxious to respond. It might be necessary to repeat the question, and an interpreter for the deaf or a language interpreter might be needed before questioning can proceed.

If the person indicates that he or she hears you, continue with the following questions:

1. What is your name?
2. What is today's date? (If they give just the month and day, ask what year it is).
3. What season is it?
4. Who is the president of the United States?
5. Who was the first president of the United States?

The next few activities will determine the individual's ability to cognitively process simple commands. The individual should just do as instructed without discussion. Give the direction, then wait for him or her to respond before continuing. The individual may ask, "Did I get that right?" He or she may require positive reinforcement, so it is helpful to respond by saying, "good, let's continue," or something to that effect. Some individuals need consistent reinforcement to interact.





Say to the person: “I am going to ask you to follow my directions.”

1. Can you look at the door?

Watch their eyes and see if they look toward the door.

2. Can you look at the chair?
3. Tell me two things you do in the morning.

Any response that is relevant is acceptable. Typical responses should be go to the bathroom, brush teeth, shower, or eat breakfast. Any atypical response should be noted.

4. Next, I am going to ask you to remember these words: *up, down, around*. After we are finished talking, I am going to ask you the three words.

This will determine if the individual has the ability to recall and test their short-term memory.

5. Hand the individual a blank sheet of paper and a pen or pencil. Ask him or her to sign his or her name. This is critical and telling. Immature and large printing may indicate a lower educational level.
6. Next, ask the person to write a sentence. Again, immature writing can be an indication of a lower education level. Then take the paper and pen or pencil away.
7. Hand the person a newspaper or a book (or any reading material available), point to a sentence and ask him or her to read it. This exercise helps to further establish an educational level. Then take it away.
8. How many are in a dozen? What comes in a dozen?
9. If I take three eggs out of the dozen, how many are left?
10. Now, remember I told you to remember some words? What are they?

See if the individual remembers the three words; if not, tell him or her that it is OK.

After the question-and-answer period is over, the officer should thank the person for helping and cooperating. Many of these individuals need positive reassurance, for they may have faced past learning experiences that were negative.

Bear in mind that there are some individuals with disabilities who are very intelligent, yet are ill equipped socially and have very low emotional intelligence. They may do quite well on the questions and appear bright and articulate. However, they are awkward in interpersonal situations and could be easily persuaded by others to participate in inappropriate or illegal activities to gain social acceptance.

Also, be sure to document the interview. Having this written record will provide a general baseline of the individual’s intellectual abilities and level of education. It may also dictate which *Miranda* form should be used (i.e., an adult or youth version).

## TRAINING AND LEGISLATION

Recently, the need for in-service and basic training for handling incidents involving persons with special needs has been underscored by new laws mandating the training. The states of Alaska, New Jersey, Connecticut, Louisiana, South Carolina, and Washington have enacted legislation or established policy that requires training to educate officers on encountering individuals with special needs. For example, Connecticut’s Public Act No. 17-166 specifically addresses law enforcement training related to “juveniles with autism spectrum disorder or nonverbal learning disorder.” This is certainly a great start. Louisiana’s law, Act No. 210, requires training for “law enforcement interaction with persons with mental illness and persons with developmental disabilities.” Although not a specific piece of legislation, New Jersey’s

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# OFFICERS NEED TO KEEP IN MIND THAT AN INDIVIDUAL WITH A DISABILITY MAY ACT OUT OR BEHAVE DIFFERENTLY THAN OTHERS AT THE SCENE AND BE ALERT TO THOSE DIFFERENCES.

Attorney General requires all law enforcement officials to be trained in accordance with Law Enforcement Directive No. 2016-5, which includes “crisis intervention training and responding to persons with special needs” among its list of qualifying community-police training topics.

Washington has a particularly detailed legislative requirement in its Laws 2017, c. 295, (HB 1258). The new legislation is thorough and inclusive; it specifies training not only for fire department and emergency medical service personnel, but also for social and health services, state police patrol, sheriffs, police chiefs, and the council of police and sheriffs. The law is known as the Travis Alert Act, and according to its sponsor, Representative Gina McCabe, it assesses the resources necessary to improve the E911 program so that information pertaining to an individual’s disability or special needs can be available to first responders before they arrive to the scene of an emergency. It also requires that the state’s department of health conduct a review of existing procedures and create a training program for first responders specifically on responding to emergencies that involve people with special needs. The act is named after Travis King, a 12-year-old boy with autism from Wapato, Washington. This act is “the first step” in Washington, “giving first responders the critical tools and information they need to effectively help individuals with special needs in emergencies,” said Rep. McCabe.

Alaska’s House Bill No. 16 establishes detailed curriculum requirements for training police, probation, parole, and municipal correction officers. It specifies the importance of recognizing disabilities and appropriate interactions between police and drivers who have disabilities.

Finally, as more states begin to adopt these practices and require such training, the challenge will be in creating effective training modules for an appropriate response to incidents involving persons with special needs. Such training should be a minimum of three hours in length and should include such subjects as

- an explanation of disabilities, special needs, and the terms used;
- instruction on disabilities that include medical, physical, emotional, behavioral, cognitive, developmental, sensory, or speech disabilities;

- instruction on visible disabilities, invisible disabilities, and their accompanying special needs;
- guidelines on what to observe;
- guidelines on specific methods to de-escalate a situation;
- requirements of the American with Disabilities Act;
- resources available to persons with disabilities;
- techniques, protocols, and best practices for interacting with persons who have a disability or special needs;
- recognizing the need for medical or psychiatric intervention when required; and
- the option for communities to be able to minimize costs by sharing services, training, and specialized personnel.

## CONCLUSION

Determining whether an individual has a disability is a difficult task. Added to that difficulty is the fact that law enforcement officers out in the field often need to make split-second decisions in tense, rapidly evolving situations. Officers need to keep in mind that an individual with a disability may act out or behave differently than others at the scene and be alert to those differences.

The strategies set forth herein may be used at any time to help a public safety official determine the basic functional capabilities of an individual in a rudimentary way. While it seems to be very simple, remember that the measurement of intellectual capacity and emotional intelligence is not an exact science. The methods are meant as an easy, quick guide to assist officers in dealing with an individual with special needs. It is not a diagnostic device, but a simple quick reference to help determine if an advocate is needed for an individual with special needs.

Effective response and safety are achieved only through proper training and education. The individuals who are tasked with safeguarding the public must be provided with sufficient resources and the necessary tools for an appropriate response to all community members. Promoting the public welfare includes everyone: first responders, the municipalities they serve, and the legislative bodies that oversee their responsibilities. ♡

### IACP RESOURCES

- Interactions with Individuals with Intellectual and Developmental Disabilities Model Policy

[theIACP.org](http://theIACP.org)

- “Policing Persons with Disabilities in the 21st Century: A Call for Crisis Prevention and Procedural Justice” (article)

[policechiefmagazine.org](http://policechiefmagazine.org)

The background of the top half of the poster is a teal-tinted photograph of the Chicago skyline, featuring prominent skyscrapers like the Willis Tower. The bottom half of the poster has a white background with a faint, large, light-blue graphic of a hand holding a heart.

# SAVE the DATE

The logo for the IACP 2019 conference. It features a white line-art silhouette of the Chicago skyline above the text "IACP" in a large, bold, sans-serif font, with "2019" in a smaller font to the right. Below this, in a smaller font, is "OCTOBER 26-29 | CHICAGO, ILLINOIS" and "International Association of Chiefs of Police".

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# Drug Abuse Response Team Achieves Community-Wide Change

**BY**  
John Tharp, Sheriff, and  
Tamme Smith, Drug  
Abuse Response Team  
Community Advocate,  
Lucas County Sheriff's  
Office, Ohio

**IN THE FIGHT AGAINST THE DEVASTATING OPIOID EPIDEMIC GRIPPING OHIO, THERE ARE NOT A LOT OF SUCCESS STORIES.** The number of overdoses continues to spiral upward each year, and communities are crushed under the burden of dealing with skyrocketing rates of addiction and all of the social problems that it creates.

Substance use disorders (SUDs) are a disease with a cost that exceeds the lives that are tragically lost. In Ohio, the effects of the opioid epidemic have been especially severe. In one way or another—through deaths; nonfatal overdoses; or disruptions to jobs, marriages, families, and neighborhoods—every community in the state has been impacted

by this growing crisis. Ohio spends billions of dollars annually on incarceration, medical costs, and lost productivity due to this epidemic.

However, in Lucas County, overdose deaths have decreased over the last two years, a downward trend that many credit to the collaborative efforts of Sheriff John Tharp and the Drug Abuse Response Team (D.A.R.T.) Unit. Lucas County is situated in northwest Ohio and borders the state of Michigan. This community of just under 430,000 has been hit hard by the opioid epidemic. From 2004 to 2016, opiate-related overdose deaths jumped exponentially from 21 to 157, an increase of 647 percent.





To address the problem of rising overdose and addiction rates locally, Lucas County Sheriff John Tharp created the D.A.R.T. in 2014. This team, in collaboration with local mental health services and community-based groups, is tasked with addressing the significant drivers of the opioid epidemic—supply and demand—through targeted interventions. Through this partnership, community resources have been identified and coordinated, so that interventions can empower individuals with SUDs and their families to begin or continue the long and difficult path to recovery.

Sheriff Tharp initially started the program after witnessing a young man going through withdrawal in a jail holding cell. “Truly, it was one of the ugliest things I have ever seen,” said Sheriff Tharp. “He was swearing and crying, and his arms and legs were flailing. He was vomiting.” Spurred into action by the scene in front of him, Sheriff Tharp called then-Ohio Attorney General Mike DeWine to see whether he would help fund his idea for D.A.R.T.

On the road at the time, the attorney general fielded the call and listened to Sheriff Tharp’s request. An hour later, Attorney General DeWine called Sheriff Tharp back and told him to send a proposal. Eventually, DeWine’s office channeled \$800,000 to Lucas County for D.A.R.T. and treatment programs, noting that the concept was a model that could be replicated.

Since 2014, D.A.R.T. has continued to grow and has become a leading example of community policing in the United States. With a unique blend of policing and community engagement, D.A.R.T. has proven to be strong and effective. Officers connect individuals with SUDs to continuums of care, as well as follow through on pursuing information offered voluntarily that will help to prosecute drug suppliers. D.A.R.T. has a 79 percent success rate over the last four years (2014–2018) and has helped more than 3,350 people with SUDs since its inception. Success is defined as engagement with or connection to a treatment provider.

When D.A.R.T. started in 2014, it consisted of two Lucas County deputy sheriffs and personnel begged and borrowed from other Lucas County agencies—the Oregon Police Department, University of Toledo Police, Mercy Hospital

Public Safety Police, Toledo Police Department, Waterville Township Police, Springfield Township Fire and EMS, Lucas County Public Library, Toledo Metro Parks and Recreation, Arrowhead Behavioral Health Care, Unison Behavioral Health Care, Midwest Recovery, Zepf Center, and Empower for Excellence. The team is now up to ten officers, two advocates, and five social workers and peer support persons. D.A.R.T. members visit people with SUDs in hospitals, homes, homeless shelters—wherever the team is needed—offering help to get the individuals through the difficult and painful detoxification process and into long-term treatment. Members of the team drive unmarked cars and wear suits and ties to make them less threatening to police-wary drug users.

Clients come to D.A.R.T. via self-referral, family referral, drug court, children’s services, the Area Office of Aging, and the Lucas County Correctional Facility or following a confirmed opioid overdose by EMS. Opioid overdoses are confirmed with the administration of naloxone by a first responder dispatched to the scene. When clients are identified following an opioid overdose, officers respond to the area emergency rooms to engage them. Clients are connected to treatment providers following a brief intake by the responding officer. Based upon the need and desire of the client, the officer will link the client into services that may include a formal assessment, detoxification, a treatment plan, counseling, intensive outpatient therapy, medication-assisted treatment, recovery housing, and sober supports.

D.A.R.T. maintains relationships with local mental health treatment agencies, obtaining daily updates on the available number of detoxification and recovery housing beds. Due to those relationships, officers have 24-hour-a-day access to recovery and detoxification beds within the referral network. Upon agreeing on a treatment location, the officer may transport the client from the hospital to one of those treatment locations. Officers provide a soft handoff for the client to the treatment agency, encouraging the client to complete releases of information for both the officer and agency. Once a person has agreed to participate in the services offered by D.A.R.T., clients and their families remain a member of the D.A.R.T. family for a minimum of two years.



When responding to an overdose, officers ask open-ended questions seeking basic information, including drugs of choice, method of use, why the client believes he or she is in the hospital, history of treatment, and interest in treatment. Officers also request information from the clients on their need for detoxification and if they are currently taking any medications. After officers obtain responses to the questions, the information is placed into a D.A.R.T. database and maintained as part of an open or closed case file. Should clients agree to enter treatment, officers continue building rapport by maintaining ongoing contact with the clients. All communication with the clients is documented and logged into the D.A.R.T. database created and maintained by the Northwest Ohio Regional Information System.

The D.A.R.T. Unit originally focused on reducing opioid-related overdose deaths by facilitating connections to appropriate treatment, but quickly discovered that their efforts needed to extend beyond saving the lives of those with SUDs. It became clear that addiction is not an isolated event, but something that affects the family unit; the disease of addiction is a family disease. Across the United States, approximately 8.7 million (one in eight) children live with one or more parents with an SUD. In 2012, over 30 percent of children placed in foster care entered the system because one or both parents had an SUD. In some states, this rate was double at over 60 percent of children in foster care placements.

The foster care system in Lucas County was quickly becoming overburdened with both the number of children needing placements and the increasing length of their placements. In light of this, enhancing D.A.R.T.'s call to action was only natural. In 2012, 921 children were in the custody of Lucas County Children Services (LCCS) for at least one day, which means they were either in foster care,

a group home setting, or kinship placement. That number climbed to 988 in 2015, then to 1,139 in 2016, and again to 1,387 in 2017.

In October 2017, the sheriff's office deputized Jeffery Molnar, an officer from the Lucas County Department of Children Services, to join the D.A.R.T. Unit. Officer Molnar partnered with the Community Advocates Outreach Project, a division of D.A.R.T., to assist parents with SUDs who are associated with LCCS, as well as their children who have been placed in foster care. The goal of this expansion was simple, but critical: reunite the parents and their kids after successful recoveries.

Officer Molnar responds to overdoses and follows up on abuse complaints from local hospitals about pregnant women who are addicted to opioids. Through the established open line of communication with area treatment providers, he can connect the parent and his or her partner to detoxification or ongoing recovery services. This officer continues to support the parents of the identified opioid-dependent infant for up to two years and, if needed, will report on the success of the parents to drug court and their LCCS case manager.

The importance of this connection is best described by former D.A.R.T. supervisor Lieutenant Robert Chromik,

*The partnership between D.A.R.T and the LCCS was designed to not only motivate the parents to get and remain sober but to deflate the stigma that law enforcement or children services are out to take away their kids.*

*It is my hope that our partnership with the Lucas County Children Services Board will provide an additional tool in our toolbox for combating the opioid crisis in Lucas County. By assisting families during the recovery of their loved ones, we hope to grow and strengthen the supports for those in recovery. I am optimistic that law enforcement joining forces with Lucas County Children Services will prove to be an effective strategy in our community that can be expanded and duplicated in other communities.*

In 2017, D.A.R.T. was also awarded more than \$122,000 annually for two years to cover the addition of the two community advocates to the unit—Deputy Karl Schwemley and Tamme Smith, a licensed social worker and licensed chemical dependency counselor—through the Ohio State Victims Assistance Act. While the D.A.R.T. officer focuses on assisting persons with an SUD, the two community advocates provide youth education and brief services to at-risk families who are identified as having a loved one in recovery for



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## STARTING AN ADDICTION RESPONSE PROGRAM IN YOUR JURISDICTION

Based on Lucas County's experience and lessons learned, effective drug addiction response programs include specific elements and considerations.

### Effective programs

- promote community buy-in starting at the grassroots level through the identification of other key stakeholders (mental health department, law enforcement, EMS, court, media, hospitals, churches, etc.).
- have collaboration between the criminal justice and key stakeholders through the creation of a coalition.
- establish common goals and objectives to promote a community campaign of education at all levels, with all audiences and through various mediums (media, print, radio, billboard, platform talks, community forums, etc.).
- include case management along with procedures to coordinate the flow of information and to serve the best interests of the victim (identified person using and family members).
- are transparent and friendly with the community. The responders are approachable and available for questions, comments, and suggestions. They will dress in suits not uniforms, transport to treatment in plain cars not squad cars, and remain visible around the community with the use of Facebook, a webpage, and a hotline number.
- report back to the community.
- have a combination of law enforcement and social services on staff for effective delivery of services.

opiate addiction. The purpose of this component of the program is to help at-risk youth and families understand the science behind addiction as well as develop a program of recovery that is congruent with the sober lifestyle of their loved one. This comprehensive approach seeks to reduce relapse and increase family reunification.

Advocates facilitate four-week groups, called Family to Family, for families referred by LCCS, about the science of addiction, the cycle of addiction, recovery from drug addiction, and grief and loss. The advocates provide in-home supportive services and make community referrals as needed. Additionally, the advocates have developed partnerships with Toledo Public Schools and the Lucas County Public Libraries to provide educational presentations for youth in grades 6–12 and to provide naloxone education to their families and other community members. Due to the work the advocates have done within the school system within the past two years, the Ohio Attorney General has recognized the Community Advocates Outreach Project as Ohio's 2019 Promising Practice Program. The curriculum addresses drug trends and promotes being drug free through a 45-minute classroom-style presentation. Students are provided with pre- and post-presentation surveys to test their knowledge. The results of the surveys have demonstrated a significant change in the students' thinking after the class. Survey results indicate a 21 percent paradigm change from seeing addiction as a choice to understanding that addiction is a brain disease.

Sheriff Tharp saw an opportunity for another novel partnership when he added Deputy Sheriff Jeff Medere to the D.A.R.T. Unit to work with the Area Office on Aging of Northwestern Ohio. Sheriff Tharp said,

*Older adults, particularly those with pain management concerns after multiple surgeries, are especially at risk for abuse and addiction. They are also susceptible to medication theft from family members or others.*

In fact, while opioid use disorders are more commonly reported in younger populations, prevalence among older adults is rapidly growing and poses unique risks in the geriatric population.

Deputy Medere will offer addiction education to seniors (adults 60 and over). Utilizing the curriculum Generation Rx, he will travel to senior centers, senior living facilities, and libraries to promote drug safety, organize drug take-back days, distribute drug disposal kits, and teach seniors how to advocate for themselves.

As the Community Advocate Outreach Project continues to expand, it will include outreach directed specifically to the Latino and African American communities. This educational team will attend community events and provide training and education on opioids and drug prevention to local businesses, community groups, and schools throughout northwest Ohio.

In the words of Sheriff Tharp,

*As a public service official, our job is to keep our citizens safe and secure. We strive to protect what we love in this world, and I love Lucas County. My objective with this unit is to stop the profound number of deaths of our friends and loved ones caused by drug overdoses while helping victims to overcome their addictions. With the help of my community and the members of the unit, we are making a difference, even if it is one life at a time. ♥*

### IACP RESOURCES

- Law Enforcement Diversion Models to Intervene in the Opioid Epidemic (recorded workshop)
- Law Enforcement Opioid Response Center

### theIACP.org

- "Pre-Arrest Diversion: The Long Overdue Collaboration Between Police and Treatment" (article)

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**MEN'S WOMEN'S GOLF OFFICE DRINKWARE KIDS ON SALE**

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Collection**



**ROBERTSON**  
MARKETING

BY

Tim Gately, MPA, Lieutenant, Redmond Police  
Department, Washington

# HOMELESSNESS IN SUBURBAN COMMUNITIES

## Redmond's Multifaceted Approach to Addressing Recidivism Among Homeless Populations

**"THE SECRET OF CHANGE IS TO FOCUS ALL OF YOUR ENERGY NOT ON FIGHTING THE OLD, BUT ON BUILDING THE NEW."** —DAN MILLMAN, *WAY OF THE PEACEFUL WARRIOR*

The City of Redmond, Washington, is located 15 miles east of Seattle with an estimated overnight population of 67,000 that increases during business hours to approximately 110,000 people. Downtown Redmond has undergone a redesign and overhaul, converting the downtown core into a more connected community with a central park and trails for walking and bicycling. By 2024, a regional project will connect Sound Transit Link Light Rail from SeaTac Airport to downtown Redmond, enabling people to easily travel from south Seattle through major Eastside cities, including Redmond.

### THE SITUATION AND POTENTIAL SOLUTIONS

As communities across the United States struggle to implement a comprehensive approach to combating homelessness, many factors are cited as contributing to the problem, including low wages, lack of affordable housing, domestic violence, unemployment, drug abuse, and mental health issues. Despite the identifiable causes, in the greater Seattle area, a lack of coordination among stakeholders limited the effectiveness of investments intended to counteract the underlying factors of repeated homelessness and associated crimes. In Redmond, for example, overlapping agency jurisdictions and

responsibilities were identified early in the stakeholder analysis performed by the city as it, like many other cities, searched for a solution to the issues that accompany homelessness. Redmond and other cities and agencies in the suburbs of Seattle have long participated in actions and strategies to combat homelessness and its underlying factors. In 2015, Redmond began to specifically identify and address ongoing concerns by calling together a focus group called the Redmond Community Homelessness Task Force.

### Homelessness Task Force

The purpose of the task force was to better understand the scope and



#### REDMOND AT A GLANCE

SIZE:

**16 sq. MILES**

DAYTIME POPULATION:

**110,000**

NIGHTTIME POPULATION:

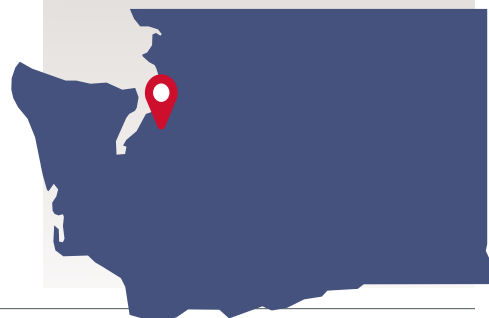
**64,000**

OVERALL POVERTY RATE:

**6%**

MEDIAN HOUSEHOLD INCOME:

**\$115,300**







## EASTSIDE, KING COUNTY HOMELESSNESS STATISTICS

**80% OF WOMEN  
WITH CHILDREN**

who are experiencing homelessness have experienced domestic violence.

Families wait

**6 MONTHS**

for housing in King County.

**272 STUDENTS**

in the Lake Washington School District (which includes Redmond) experience homelessness.

**393 PEOPLE ON THE EASTSIDE**

(greater areas of Bellevue, Kirkland, Redmond) lived outside during winter months.



causes of homelessness in Redmond, while considering potential solutions and producing a short- and longer-term plan of action. As with any complex regional effort, overlapping efforts do not always provide for clear success or the ability to clearly define how outputs are positively impacting outcomes. While some community stakeholders were supportive of efforts to address the issue of homelessness, others were sensitive to issues of panhandling, camping, and the impact of nuisance crimes within the community. Recommendations relevant to the criminal justice system included increasing bike patrols in downtown Redmond, expanding the capacity of local providers to connect with those experiencing homelessness, increasing awareness, and expanding programming at the drop-in center for young adults. These priorities became part of the strategies the city, including the police department, sought to employ.

### Outreach

Housing affordability remains a primary concern facing those experiencing homelessness. A person making minimum wage would need to work 115 hours per week (the equivalent of almost three full-time jobs) to afford the median rent of a one-bedroom apartment. An individual needs to make \$34.50 per hour to afford rent in Redmond. Economic disparities are known to particularly impact racial minority populations at disproportionately high rates.

Washington ranks 22nd in the United States for access to mental health services. In addition to the high costs of housing, a lack of mental health and substance abuse services is associated with higher rates of homelessness. In addition, one in four youths becomes homeless within one year of aging out of foster care.

Redmond partners with nonprofits, the faith community, and neighboring agencies to provide needed services, especially in the form of shelters. On the Eastside, The Landing youth shelter houses young adults ages 18–24 overnight year-round in Redmond; while Sophia's Place provides shelter for single adult women in Bellevue, and the New Bethlehem shelter provides space for families with children in Kirkland.



All three Eastside cities contribute to programs that serve individuals and families who are at risk of becoming homeless.

Overall, Redmond has long engaged in actions and strategies to combat homelessness, including connecting individuals experiencing homelessness to resources through outreach programming, collaborating with King County and other Eastside cities in support of regional best practices, partnering with nonprofit and faith-based organizations and other stakeholders, and investing in programs that support a wider effort to support people experiencing homelessness or those at risk of becoming homeless.

To more effectively serve the homeless population in Redmond, the city hired a full-time outreach specialist to work in partnership with police neighborhood resource officers (part of the Police Bicycle Unit). The police department adopted a “services-first” approach whereby police attempted to divert offenders of nuisance crimes and those impacted by homelessness to services, often through the outreach specialist. This specialist was embedded with police officers, including availability to bike-along with the team and to check-in on police radio to be immediately available to respond to homeless-related calls for service.

## Police Bicycle Unit

In 2016, the police department began to formalize a full-time neighborhood resource and bicycle unit composed of four officers and a sergeant. The team was chartered as a downtown bike unit that would proactively provide a visible presence in the downtown corridor while building relationships with neighborhoods, the homeless outreach coordinator, and community contacts. This team also focused on identifying and responding to illegal encampments, directing occupants of illegal camps to resources, or connecting them with the outreach coordinator. The Bicycle Unit also became a stakeholder in the community court model, referring potential offenders to the program and working with the prosecutor’s office to develop the qualifiers for participation and making recommendations on crimes and issues that should proscribe participation.

## Community Court Models and Implementation

The criminal justice system routinely encounters individuals who cycle through the courts repeatedly. Individuals experiencing homelessness are also often impacted by the contributing factors discussed previously, such as economic hardship, mental health issues, or substance abuse. Repeating

the cycle of criminal justice, including repeat court, jail, or punishment, does not necessarily change offender behavior since it doesn’t address the root causes. Misdemeanors that are often described as crimes of poverty or nuisance crimes include urinating in public, unlawful camping or sleeping in a park, shoplifting or petty theft, trespassing, and disorderly conduct. Community courts offer an alternative to the traditional, structured, and sometimes inflexible court systems that exist in most places today. Community court offers a problem-solving approach, allowing participants to identify and address challenges that prevent participation in the traditional court system or contribute to further criminal activity. The collaborative nature ensures participants help themselves. Community stakeholder engagement creates strong and safer neighborhoods, all while reducing recidivism.

By breaking the cycles in which offenders commit crimes, face fines or jail, become overwhelmed by personal challenges, and proceed to reoffend, the court can offer resources and assistance. These offers of aid can lead to rehabilitation that transforms the cycle of committing crimes to that of community service, personal growth, and accountability.

Diversion court models have been used to successfully change behaviors for various types of offenders. Diversion programs have included teen and youth courts, mental health courts, restorative justice interventions, truancy and intervention programs, mentoring programs, and traffic court. These programs seek to identify and address challenges that can contribute to further criminal activity, help people create a foundation of personal stability, build stronger and safer communities, reduce recidivism, and create neighborhood buy-in. The Center for Court Innovation was identified as a model that produces results. A community court model had been working in neighboring Spokane, Washington, since 2013. A funding source of court-secured grant monies was made available to local jurisdictions seeking to create a community court. Under the leadership of the King County District Court, the City of Redmond Mayor’s



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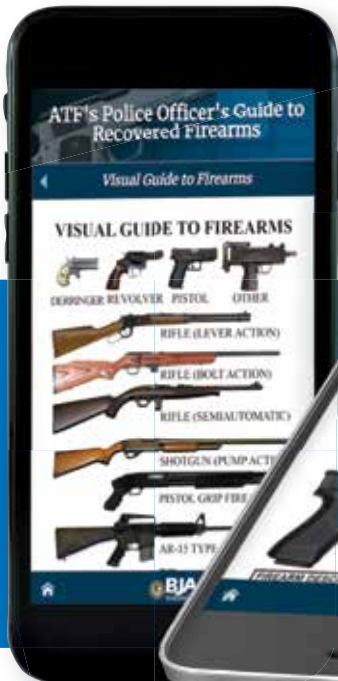
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## REDMOND COMMUNITY COURT

APRIL 2018–MARCH 2019

**101** PARTICIPANTS enrolled

**53** GRADUATIONS

**1,000** LUNCHES given away

**57** VISITS to the resource center

**665** COMMUNITY  
SERVICE HOURS completed



Office, and the police department, a partnership was formed to explore opening a Redmond Community Court and Resource Center. (The City of Redmond contracts court services to the King County District Court.)

An initial exploratory team of city and court staff met with a King County Court planner and program manager. After conducting a stakeholder analysis, a steering committee of community stakeholders was convened including city staff, prosecutors, defense attorneys, law enforcement, funding sources, service providers, local business owners, judges, and court leadership. Work groups were formed to address court logistics, eligibility criteria for case processing, resource center participation, performance metrics and data tracking, and communication.

The Redmond regional library was selected as the site for weekly court sessions. Having the court at an off-site, neutral location is important to create safety and voluntary buy-in from participants. Adjacent to the courtroom is a Resource Center, which is open to all.

### Integrated Mental Health Professional

In 2018, the police department was awarded a grant from the Washington Association of Sheriffs and Police Chiefs to fund a mental health professional

(MHP) to work side-by-side with patrol officers in the field. Funded by the Washington State Legislature, the Mental Health Field Response Teams Grant Program provides statewide assistance to local law enforcement agencies to establish and expand mental health field response capabilities, utilizing MHPs to professionally, humanely, and safely respond to crises involving persons with behavioral health issues with treatment, diversion, and reduced incarceration time as primary goals. Understanding these goals aligned with the current efforts underway, Redmond leveraged this opportunity to again ensure the “services-first” model could be applied quickly and appropriately during police calls for service involving those experiencing crises.

The MHP rides with assigned patrol officers and assists with primary responses to crisis scenes; conducts follow-up to provide resources; writes affidavits to support involuntary commitments; testifies during court hearings; and responds to referrals and requests for assistance from patrol officers, community court, and the homelessness outreach coordinator.

### Collaborative Efforts

In any collaborative project, leadership on all levels is required to ensure success. Redmond relied heavily on its

community partners for logistical, legal, and leadership support and continues to integrate all pillars of its approach to serving the vulnerable and homeless populations in its community through community police, courts, human services, mental health professionals, and service providers (via the Resource Center). All community partners play a vital role in successfully guiding offenders toward rehabilitation. Providing services is key to a successful program. The Redmond Community Resource Center (colocated with the Community Court) connects more than 22 providers who collaborate and align services for participants. The success of a community court is reliant on service providers’ presence and willingness to donate time and resources. These services are available to anyone, including court participants, and help to provide health care or insurance, education, job training, behavioral health, substance use disorder assistance, and more. Working together with nonprofit entities, such as the Together Center, allowed Redmond to leverage existing providers to offer a wide range of services.

### CRIME REDUCTION IMPACTS

The King County District Court has partnered with the King County Office of Performance, Strategy, and Budget to quantify community court outcomes

in the region. Between April 2018 and March 2019, more than 100 participants have enrolled in the program, with 53 graduations, 1,000 lunches provided, 57 visits to the Resource Center (average per week), and 665 community service hours completed. The Resource Center, which includes 15 service providers each week, reports more than 3,064 visits, with over 250 volunteer hours donated to serve community needs. It is also noteworthy that of the 53 graduates, Redmond has not recorded a new offense or a relapse to cause past charges to be re-filed for any of them.

While it is too early in the process for Redmond to specifically offer quantifiable results, data from other programs are promising. The Center for Court Innovation focuses on research, development, justice, and reform. In 2013, they released a comprehensive evaluation of the Red Hook Community Justice Center, located in southwest Brooklyn, New York. This is a community court

program that seeks to reduce local crime while improving public confidence in justice and is modeled similarly to the Redmond Community Court. The study found that the commission of new crimes was reduced by 10 percent in adults and 20 percent in juveniles, with sustained decreases in both felony and misdemeanor arrests. The research also estimated a savings of \$4,756 per defendant in avoided victimization costs, which, per 3,210 defendants, equaled a savings of \$15 million.

These multifaceted approaches are working well in Redmond, but there is more work to be done. A community that wants to build resiliency in its approach to combating homelessness and nuisance crimes and provide long-term solutions should consider collaborative efforts that bring together law enforcement, service providers, mental health professionals, courts, and a broad range of community stakeholders.

Funding for these approaches can be fragile, so it is important to solidify leadership buy-in and stake success within the community. ♥

#### IACP RESOURCES

- Best Practices to Address Homelessness in Smaller Cities (recorded workshop)

#### theIACP.org

- "Mental Illness and Homelessness: How Suburban Cities Can Reduce the Impacts on Their Communities" (article)
- "Atlanta Police Bring HOPE to People Who Are Homeless" (article)

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# Body-Worn Cameras Show Policing Policy Can't Afford to Hide from Evidence



**BY**  
Alex Trouteaud, PhD,  
Director, Criminal  
Justice Research,  
Arnold Ventures

**IN 2014, A WHITE POLICE OFFICER IN FERGUSON, MISSOURI, SHOT AND KILLED MICHAEL BROWN, AN UNARMED 18-YEAR-OLD BLACK MAN. THE CHAIN REACTION OF EVENTS THAT FOLLOWED STILL REVERBERATES YEARS LATER IN CONVERSATIONS ABOUT POLICING, POLITICS, AND RACE IN THE UNITED STATES. BODY-WORN CAMERAS (BWCs) ARE AN INEXTRICABLE PART OF THIS STILL-UNFOLDING HISTORY.**

In response to the federal grand jury's decision not to indict the police officer, Michael Brown's family released a short statement that read in part, "Join with us in our campaign to ensure that every police officer working the streets in this country wears a body camera."

What happened next was, for many policing leaders, a missed opportunity to advance the cause of evidence-based practices in policing and, in the

process, strengthen community-police relations.

Looking back critically at this post-Ferguson rollout of body-worn camera (BWC) programs reveals the pitfalls of making policing policy in an evidence vacuum. BWCs became a flash point of debate, and yet there were little data as to whether they'd actually accomplish their intended policy outcomes.

Here's the takeaway lesson: Instead of reacting to pressure for



policy change through a “support” or “oppose” binary—one is either for BWCs or against them—policing agencies should embrace an evidence-based approach.

The message to the community from police leaders and local elected officials should have been one of cautious enthusiasm, emphasizing the field’s interest in exploring BWCs to see whether and how they affect outcomes and community-police interactions, while also subjecting the technology to rigorous, independent, and transparent testing to ensure they are the best choice for the agency and community.

This means avoiding a pro- or anti-attitude and, like any good detective, following the evidence where it leads. It’s a method baked into police leaders’ DNA—working a case by briskly yet incrementally accumulating evidence and trusting the investigative process to deliver justice.

Unfortunately, that’s not what happened.

Thirty-two percent of local police departments were already using BWCs at some level by 2013, and the coordinated advocacy after Ferguson accelerated their adoption. Former U.S. President Barack Obama made BWCs a centerpiece of his administration’s response to Ferguson, including a proposal for the Justice Department to spend \$75 million on the devices in local police departments across the United States. The final tally was closer to \$20 million on BWC devices and nearly \$2 million for BWC research.

In just a few short years, BWC programs were embraced wholesale by police agencies of all sizes and red, purple, and blue state legislatures alike. By 2016, barely two years after Ferguson, BWC adoption rates were up 47 percent.

However, that broad adoption of the devices began without

evidence on their impacts and costs. No one really knew whether BWC policies would actually reduce the number of use-of-force situations or change public safety outcomes. No one knew what the price, financial or otherwise, would be for policing agencies and the individuals involved in police-citizen encounters.

Policy change tends to be complicated in the short term, which is all the more reason for police leaders to proactively suggest and actively embrace independent testing. With trusted police-researcher partnerships emerging across the United States, it is becoming much easier to ensure that policing policy makers have access to rigorous evidence about mission-critical policies and practices.

Opening the door to evidence-based practices doesn’t mean letting someone else take the wheel or have a vote. Evidence is just a resource. What high-quality evidence does do, however, is help all stakeholders, including police leaders and community groups, become better educated about what to expect and what to avoid in policing policy changes. Evidence has a way of bringing issues into focus.

U.S. police leaders are especially well positioned to promote policy change approaches that center on evidence-based practices. This sort of change often happens within agencies themselves rather than through elected legislative bodies or elected officials.

While there was a practical absence of BWC evidence in the immediate aftermath of Ferguson, today the picture is quite different. The total number of published evaluation studies of BWCs grew from 5 in 2013 to 70 by mid-2018, according to a new study by policing policy researcher Cynthia Lum and colleagues. This counts only the empirical studies of BWCs,

many of which are rigorous outcome evaluations.

Research has now evaluated carefully whether BWCs reduce police use of force, affect the likelihood of police making an arrest, and reduce civilian complaints against police officers. Some of the expected outcomes have proven elusive (e.g., reducing the number of use-of-force incidents and arrests), while others have been achieved (e.g., reducing complaints). The evidence is less clear to date on how civilian behavior might be affected by BWCs and whether the devices reduce racially disparate policing outcomes.

Police officers might end up being the biggest beneficiary of BWC implementation. Research suggests BWC video data are used most commonly to aid in prosecuting suspects rather than officers.

Investigating trade-offs is another area where BWC research is shaping public policy. The collateral consequences of BWC policies are now more fully understood, including everything from the initial and long-term costs of implementation to the debate around video data and civil liberties.

The unaddressed questions in policing are how to accelerate the identification of evidence-based practices and how to better integrate testing into the front-end of the policy change process. Whether the issue is officer, suspect, and bystander deaths caused by high-speed chases; police responses to individuals in mental health or substance use crises; spikes in homicide rates; or strained community-police trust—evidence exists. More evidence is needed when considering agency-level policy change processes, and communities are counting on policing leaders to carry the mantle. ♡

THE TOTAL  
NUMBER OF  
PUBLISHED  
EVALUATION  
STUDIES OF  
BODY WORN  
CAMERAS GREW  
FROM

5

IN 2013 TO

70

BY MID-2018.

32%

OF LOCAL POLICE  
DEPARTMENTS  
WERE ALREADY  
USING BWCs AT  
SOME LEVEL BY  
2013.

BY 2016, BARELY  
TWO YEARS AFTER  
FERGUSON, BWC  
ADOPTION RATES  
WERE UP

47%



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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](mailto:membership@theiacp.org)). Questions? Contact Membership at 800-THE-IACP.

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# Advanced Safety Gear for Advanced Threats

IT WAS A ROUTINE TRAFFIC STOP ON A TYPICAL SUNDAY EVENING IN FORT DODGE, IOWA. WHILE ARRESTING AN INDIVIDUAL ON SUSPICION OF PROVIDING FALSE IDENTIFICATION INFORMATION AND DRIVING ON A SUSPENDED LICENSE, THE ARRESTING OFFICER UNEXPECTEDLY ENCOUNTERED AN UNKNOWN SUBSTANCE. NOT LONG AFTER, THE OFFICER EXPERIENCED LIGHTEADEDNESS AND CALLED FOR MEDICAL SUPPORT. WHEN MEDICS ARRIVED ON THE SCENE, THE OFFICER WAS FOUND UNRESPONSIVE IN HIS PATROL VEHICLE.

During and after transportation to the emergency room, the officer received multiple doses of Narcan, a drug designed to counteract the effects of opioids. The officer stayed in the hospital overnight and was released the next day. Although tests had yet to be conducted on the substance immediately following the incident, officials suspected it to be fentanyl or a similar drug.

As the law enforcement community knows, fentanyl is an extremely powerful opioid. Originally designed to address cancer pain, fentanyl and its derivatives have become increasingly popular as a street drug as a result of the ongoing opioid addiction crisis. According to the U.S. Drug Enforcement Administration, fentanyl is 80–100 times stronger than morphine. An amount equivalent to three grains of sugar can be lethal to an adult.

Fentanyl is emblematic of the modern challenges facing law enforcement. Combined with another ongoing epidemic—mass shootings—this landscape is spurring police, and the companies that manufacture the equipment on which they rely, to rethink the gear that keeps officers safe.

From body armor to bicycles, new products can help better protect the officers that protect the public.

## PERSONAL PROTECTIVE EQUIPMENT

Sirchie, based in Youngsville, North Carolina, has long been a leader in a range of products and solutions for



Image courtesy of Sirchie

law enforcement and forensic science. The rise of fentanyl and other powerful street drugs recently inspired the creation of NARK300PPE, a personal protective equipment (PPE) kit that can be easily donned by officers when faced with unknown substances. The kit was designed to meet federal and pharmaceutical company guidelines for the safe handling, transporting, and testing of dangerous illicit substances.

“There’s a demand for personal protective equipment, which was generated because of the fentanyl scare,” said Dyer Bennett, Sirchie’s vice president of product development and training. “The threat is more than just touching it. You don’t always know what the substance is. You encounter fentanyl and different derivatives and synthetic amphetamines. They are stronger now.”

Gloves are often viewed as a first—and sometimes only—line of defense in such situations, but when such small amounts of a drug can have an effect when inhaled or absorbed through the skin, a more robust option is needed.

The NARK300PPE includes coveralls, a respirator mask, two pair of nitrile gloves, boot covers, fully sealed goggles, and various labels and storage bags. “The biggest change has been that officers had to handle something with latex gloves or nitrile gloves and nothing else,” Bennett said. “But eye protection and respiratory protection clothing are important and require a much broader definition of PPE.”

The kit is small and lightweight, Bennett said, with the contents designed to easily and safely utilize. “There’s a card inside for how to put it on in the right order and take it off. It’s half the size of a briefcase and it’s all shrink-wrapped so nothing is damaged by heat,” Bennett said. “There’s a convenience factor because everything is packaged together, and there’s no question of whether you have the right gloves.”

Several other companies also offer PPE solutions for law enforcement users. For example, DQE, based in Indianapolis, Indiana, provides a number of PPE items and kits as well as hazmat suits and related products. The companies HazMat Personal Protection Kit includes a suit, gloves, protection mask, ChemTape, and goggles. Various other models and accessories are also available.

## BODY ARMOR

Different kinds of body armor are intended for different policing scenarios. All body armor is designed to protect the officer, but some types provide a tactical advantage, while others are suited specifically to more extreme events such as active shooter situations.

In the former case, the Armorskin TacVest XP, produced by Boston-based Blauer Manufacturing, fits existing body armor and can be outfitted with additional plates at a moment’s notice. In the latter case, AR550, produced by Tucson, Arizona-based Spartan Armor Systems, is designed for incidents of more overt or extreme violence—which imparts added protection thanks to a technology originally developed for use in pickup truck beds.

The difference in the Armorskin TacVest XP, officials said, is its easy-to-access zippered pockets that are built to accommodate most conventional armor plates. “It’s a vest cover that allows you to quickly add rifle plates to the front and back. You unzip the zipper, add a plate, zip it back up. It’s done in 15 seconds. It can be done while you’re seated in

the vehicle,” said Stephen Blauer, the company’s owner.

The vest is made from the same polyester material used in Blauer police uniforms, which not only provides comfort but also a strategic edge in the field. “We use shirting fabric because we want [police] to maintain a tactical advantage,” Blauer said. “If it’s worn on the outside, the tactical advantage can be given away and the rules of engagement might change in a way that is not good for the police.”

Spartan Armor System created the AR550 as its core product. Certified at Level 3 by the National Institute of Justice, it reaches roughly 550 on the Brinnell Hardness scale.

“The idea is that it’s used only during active shooter scenarios,” said Todd Meeks, Spartan Armor System’s president. “This is used to go over regular armor in an active shooter situation.”

The armor is made mainly of laser-cut steel, with an ability to withstand a range of higher-velocity rifle threats such as

5.56 x 45 XM193, 5.56 x 45 M855/SS109 and 7.62 x 51 (.308 Winchester) at a rated velocity of 3,100 fps or less.

However, the armor has another, subtler attribute that increases its safety profile. The steel is coated with a substance the company has dubbed Encapslock. Inspired by the material used for spray-on truck bed liners, the material captures and contains bullet fragments. “The coating is sprayed on,” Meeks said. “It’s a polyurea coating. When a rifle round or a handgun round hits the steel, the coating contains those fragments.”

## VEHICLES

In law enforcement, even day-to-day activities can contain an element of danger. Vehicles are a big part of this equation. Motor vehicles come equipped with a host of safety features, many of which are well known to the civilian population as well as the public safety community.

But the idea also can extend beyond cars and traditional vehicles to bicycles. Volcanic Bikes, headquartered in North

Bonneville, Washington, crafts its bicycles for safety and strength—and with law enforcement specifically in mind.

“It can withstand extra weight,” said Eric Kackley, Volcanic Bikes’ founder and designer. “All the components are different from other bikes. Our bikes are purpose built. It’s not just a bike for the general public with a police sticker on it.”

The APB model, built especially for police use, comes equipped with a range of customizable options and is built to withstand a range of conditions. Its durable construction, Kackley said, increases the safety profile compared to competing models. “The goal is safety,” Kackley said. “There are fewer failures on our bikes. We’re not just trying to get to the lowest dollar figure.”

Whether processing a crime scene patrolling the community, stopping vehicles, or responding to a potentially violent situation, the risks to police officers can be mitigated by ensuring they have top-of-the-line protective gear that fits the situation and associated dangers. ♡



## SOURCE LIST

For contact information, please visit Police Chief Online: [policechiefmagazine.org](http://policechiefmagazine.org)

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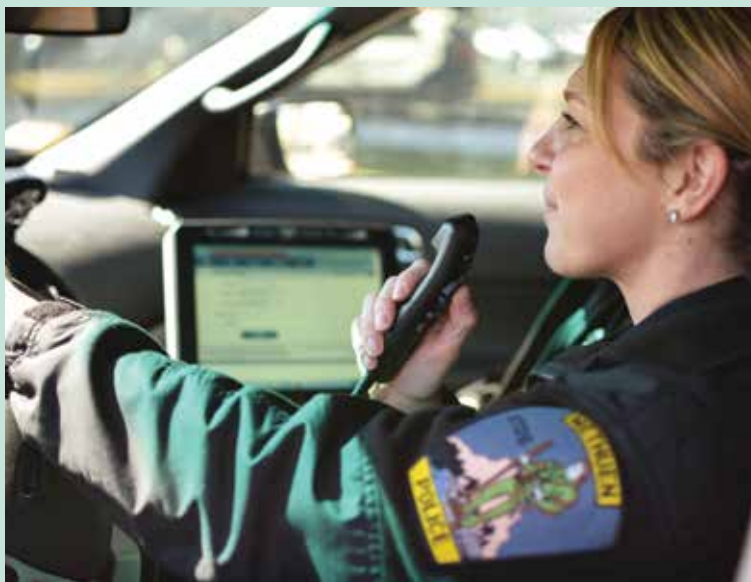
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#### SUV Weapon Locker

Estes AWS is excited to announce its latest product, the SUV Rapid Access Weapon Locker 2.0. The new weapon locker maintains the state-of-the-art security, durability, and automated opening technology features of the original

SUV locker, while introducing some new features that build on the previous model's excellence. It has a powder-coated design and a solid front drawer face. Its exterior is 42" wide by 9.15" tall and 20" deep. The interior is 38.7" wide by 6.7" tall and 15.3" deep and has a carpet-lined drawer to protect weapons. Configurations are available for the Ford Police Interceptor Utility, Dodge Durango, and Chevy Tahoe.

<https://estesaws.com>

#### Cloud-Based CAD

Mark43 and Carbyne are working together to launch the first entirely cloud-based incident response system in the United States, bringing unprecedented flexibility to public safety processes. Both companies' technology meets government-approved cloud hosting standards for security and CJIS compliance. The increased flexibility and efficiency provided by this cloud solution allows a public safety answering point (PSAP) to be established anywhere there is a secure, high-speed Internet connection. For example, common locations like schools, libraries, or office buildings can become fully functioning backup PSAPs in minutes. Call takers and dispatchers simply need to log in to their accounts to be back online.



[www.mark43.com](http://www.mark43.com) | <https://carbyne911.com>



### Bleeding Control Kits

SAM Medical announces its new SAM Bleeding Control Kits

that anyone can use. These kits are designed to stop massive bleeding caused by everyday traumatic emergencies, such as motor vehicle collisions, or natural or man-made disasters. Featuring SAM Medical's award-winning SAM XT Extremity Tourniquet, the easy-to-use "click, twist, and secure" tourniquet, each kit is outfitted with the most essential and easy-to-use supplies to stop life-threatening bleeding injuries during those critical first few minutes before emergency medical personnel arrive. SAM Bleeding Control Kits also include medical gloves, shears, compressed gauze, an emergency bandage, a permanent marker, and an instruction card.



[www.sammedical.com](http://www.sammedical.com)

### Iris Reader

Princeton Identity Inc. offers the IOM Access200w iris recognition reader, an environmentally sealed and impact-resistant model designed for use outdoors as part of the IOM Access200 biometric identity product family. The IOM Access200w, when integrated with access control platforms, allows customers to unlock exterior building doors without removing gloves or reaching in pockets to find access cards, while delivering the superior security of iris recognition authentication. The IOM Access200w features an easily configurable PIN pad, integrates with external card readers, and provides immediate feedback to users with face capture. The reader works in hot or cold, humid or dry climates and in direct sunlight or low-light conditions.



[www.princetonidentity.com](http://www.princetonidentity.com)

### Upgraded Rugged Tablet

Durabook Americas Inc. has upgraded its fully rugged R11 tablet. It now features an Intel 8th Generation CPU, Intel UHD 620 graphics processor, DDR4 memory, Intel Dual Band Wireless AC 9260, and Bluetooth V5. It also features Windows 10 Pro, offering a layered defense to help protect, detect, and respond to security threats. The Durabook R11 now offers up to 16 hours of battery life and has an IP65 rating and MIL-STD-810G and ANSI 12.12.01 C1D2 certifications. The 10-point capacitive multi-touch panel can be operated with a glove, stylus, or finger, even if the screen is wet, optimizing the device's usability regardless of work conditions.



[www.durabookamericas.com](http://www.durabookamericas.com)



### Unmanned Aerial Systems

Yuneec International and Mobilicom offer new advanced solutions for unmanned aerial needs. The H520 SkyHopper and H520 SkyHopper LTE incorporate high-end cyber-security and encryption, dedicated frequencies, and interference-avoidance capabilities, and they are customizable, flexible, and scalable end-to-end solutions. These drone solutions will provide a highly secure offering that includes high-end validated encryption, dedicated and ISM frequency bands, software defined radio or LTE + secured server data links, and ISM jamming resistance. Both sUAS also mitigate backdoor cyber risks of high concern by federal organizations. They offer a complete solution with add-ons for teams on land and sea, including ruggedized controllers and remote viewing terminals, flexible payloads, and more.

[www.mobilicom.com](http://www.mobilicom.com) | [www.yuneec.com](http://www.yuneec.com)

### Mobile Software Update

NetMotion Software announces comprehensive awareness enhancements to its Mobility software and new visual dashboards for its intelligence platform, Mobile IQ. New features in the Aware release include dynamic web-filtering enhancements to secure and manage mobile worker access to web applications and domains across any network, preventing security risks. Combined with new visual dashboards available in Mobile IQ, this update gives IT departments visibility and security control over the web resources users, devices, and applications are accessing—solving mobility problems, enhancing mobile performance, ensuring security and compliance, and controlling data usage and costs across any network. Aware also offers facial recognition and Japanese localization for multinational customers.

[www.netmotionsoftware.com](http://www.netmotionsoftware.com)



### Customizable Dashboard

Atlas Business Solutions Inc. announces the release of a manager dashboard to its online officer and staff scheduling software platform, ScheduleAnywhere. The optional manager dashboard module provides managers and supervisors easy access to the critical information required to ensure proper staffing and to maintain compliance for their operation. It includes specific dashlets, or mini-apps, which highlight information about scheduling situations, such as coverage alerts, expired certifications for scheduled employees, or whether employees exceed their number of desired hours in a workweek. Each manager can select the information most relevant to them and easily drag and drop the correlating dashlets to personalize their dashboard layout.



[www.scheduleanywhere.com](http://www.scheduleanywhere.com)



**965**

ATTENDEES

**10**

COUNTRIES  
REPRESENTED

**55**

EDUCATION SESSIONS  
AND PRESENTATIONS

**85**

EXHIBITORS

# 2019 IACP TECHNOLOGY CONFERENCE TECHNOLOGY INTO ACTION

JACKSONVILLE, FLORIDA | MAY 20-22, 2019

The annual IACP Technology Conference is a unique and exciting opportunity to bring law enforcement leaders and industry professionals together in a collaborative environment. Attendees learn from one another and network to forge critical partnerships. Educational session topics included cybersecurity, app development, and future tech.

**IACP** **TECHNOLOGY**  
**LEIT** **CONFERENCE**  
**2019** May 20-22  
JACKSONVILLE, FL  
[theIACP.org](http://theIACP.org)



**THE TECHNOLOGY CONFERENCE KICKED OFF ITS THEME OF TECHNOLOGY INTO ACTION WITH WELCOMING REMARKS FROM IACP PRESIDENT PAUL CELL AND JACKSONVILLE SHERIFF MIKE WILLIAMS**, followed by a keynote presentation from Mr. Harald Arm, Director of Operational Support and Analysis for INTERPOL. Mr. Arm discussed advanced and innovative uses of technology for law enforcement support, presenting a dynamic overview of not only the various support systems that are used by INTERPOL, but also what new and innovative solutions are being implemented in the field in areas such as investigations, crisis response, fugitive investigative support, and border management.

This is an exciting time for law enforcement technology as new innovations continue to push the boundaries of possibility into the future, while also providing an opportunity to discuss the ethical and practical challenges of implementing next generation technology and establishing best practices in service to our global communities.



*IACP President  
Paul M. Cell*



*Harald Arm,  
INTERPOL*





## IACP THANKS THE 2019 TECHNOLOGY CONFERENCE SPONSORS FOR THEIR SUPPORT OF THIS EVENT



### LONGTIME MEMBERS RECOGNIZED

During the IACP Technology Conference, Law Enforcement Information and Technology Section members recognized two longtime members for their contributions and commitment to law enforcement. Criminal Justice Information Systems (CJIS) Committee co-chair **Pam Scanlon** was recognized for superior achievement in implementing state-of-the-art information management or new emerging technology, presented in honor of section cofounder G. Thomas Steele. Communications and Technology Committee chair **Eddie Reyes** was recognized for achievement in implementing communications or interoperability technology in honor of section cofounder Harlin McEwen.

The 2020 IACP Technology Conference will take place May 12–14 in Portland, Oregon.

For more information, visit [theIACP.org/tech-conference](https://theIACP.org/tech-conference)



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By

Quauhtli Olivieri Herrera, Project  
Manager and Maggie Smith,  
Project Assistant (Former), IACP

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# Turning the Focus Toward Labor Trafficking

IACP's Investigations and Prosecutions Training

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**IMAGINE A BUFFET RESTAURANT WITH MORE THAN 15 WORKERS WHO HAVE BEEN FORCED TO WORK AT LEAST SIX 13-HOUR DAYS PER WEEK AT A RATE WELL BELOW MINIMUM WAGE. THESE INDIVIDUALS PAID HARD-SCRAPED MONEY TO BE BROUGHT TO THE UNITED STATES FOR A BETTER LIFE AND LANDED IN A LIFE OF TRAFFICKING THAT THEY COULD NOT AFFORD TO LEAVE. SITUATIONS SIMILAR TO THIS FORCED SERVITUDE ARE OCCURRING, HIDDEN IN PLAIN SIGHT, THROUGHOUT THE UNITED STATES, WHICH IS WHY LAW ENFORCEMENT AND PROSECUTORIAL AGENCIES ARE TURNING THEIR FOCUS TOWARD LABOR TRAFFICKING.**

Labor trafficking is human trafficking in the sense that it involves the use of force, fraud, or coercion along with other occurring elements of labor exploitation. Under the legal definition, no single element of labor exploitation alone rises to the level of labor trafficking. The crime of labor trafficking is defined



by U.S. federal law as “the recruitment, harboring, transportation, provision, or obtaining of a person for labor or services, through the use of force, fraud, or coercion, for the purpose of subjection to involuntary servitude, peonage, debt bondage, or slavery.”

All populations and industries can be subject to labor trafficking, and known cases depict a wide variety of victims being trafficked in a diverse range of businesses and locations. Calculating the exact prevalence of labor trafficking incidents and the number of victims has been a challenge for researchers. However, some studies have been able to determine a notable prevalence of labor trafficking within certain industries and sub-groups of the population. For instance, certain sectors of labor, such as construction, janitorial or cleaning, and food processing have the highest rates of labor trafficking among unauthorized migrant workers. Certain populations have vulnerabilities that can make them more susceptible to labor trafficking, such as immigration status, precarious living conditions, mental or physical disabilities, substance use disorders, homelessness or home instability, criminal histories, poverty, a lack of educational opportunities, unemployment or the lack of job training, family obligations, a history of domestic or sexual abuse, and a lack of access to social services.

#### IACP'S LABOR TRAFFICKING TRAINING

In an effort to combat labor trafficking, the International Association of Chiefs of Police (IACP) and AEquitas, with funding from the Bureau of Justice Assistance (BJA), Office of Justice Programs (OJP), U.S. Department of Justice (USDJO), has developed a training titled Effective Strategies to Investigate and Prosecute Labor Trafficking in the United States. This two-and-a-half-day training is targeted toward law enforcement investigators (local, state, or federal); prosecutors (local, state, or federal); and community crime threat or data crime analysts. This training will prepare participants to be better able to

- identify labor trafficking and the modes, means, and methods with which offenders recruit and control victims;
- investigate labor trafficking, proactively combating organized networks and individual exploiters;

- implement trauma-informed practices to support victims, encourage participation, and conduct effective interviews; and
- hold offenders accountable by employing offender-focused strategies and leveraging multiple avenues to justice.

The training was developed and reviewed by experts within the field who are currently engaged in investigating and prosecuting labor trafficking cases. The training covers topic areas such as trends in labor trafficking, victim identification, reactive and proactive investigations, trauma-informed response to victims, understanding and applying immigration relief tools to investigations, overcoming language barriers in a case, and avenues to justice in labor trafficking cases.

Labor trafficking is a complex area of investigation. Once the trafficking has been identified, there are defined strategies to proactively investigate, implement collaborative responses through civil and criminal authorities, and conduct interviews that minimize re-traumatization and maximize information gathering. In this vein, prosecutors may need to consider charging decisions that will appropriately address the offender's criminal culpability, develop offender-focused trial strategies, recreate the reality of the crime by utilizing trauma-informed practices at trial, and leverage alternative avenues to justice. This training aims to help all agencies and human trafficking task forces be successful in investigating and prosecuting labor trafficking.

#### CONCLUSION

Although many agencies across the United States are successfully identifying, investigating, and prosecuting sex trafficking, labor trafficking is considered an emerging and challenging area for which federal and state laws are still being developed. This training, developed by the IACP and AEquitas, will enable investigators and prosecutors to proactively identify victims of labor trafficking and effectively investigate and prosecute offenders by using field-tested practices and a trauma-centered approach. ♡



#### HOW TO ATTEND

The IACP is in the process of selecting host sites for this training to be delivered later in 2019. Those individuals wishing to attend should contact [humantrafficking@theiacp.org](mailto:humantrafficking@theiacp.org) for further information.

# ADVANCE REGISTRATION FORM

Register online at [theIACPconference.org](http://theIACPconference.org)



Use this form to save on registration fees until September 11, 2019. Beginning September 12, 2019 only online registrations will be accepted. Questions? Call 800-THE-IACP.

## WAYS TO REGISTER



Go to [theIACPconference.org](http://theIACPconference.org) and click on REGISTER NOW.

Only credit card payments are accepted online. Online registration will be open through the conference.



E-mail completed forms to [conf2019@theiacp.org](mailto:conf2019@theiacp.org)



Fax completed forms with credit card payments or Purchase Orders to: **703-836-4543**.

Due to registration volume, we cannot confirm fax receipt.



Mail completed forms with checks to:

**IACP Conference Registration**  
PO Box 62564  
Baltimore, MD 21264-2564 USA



Mail completed forms with Purchase Orders to:

**IACP Conference Registration**  
44 Canal Center Plaza, Suite 200  
Alexandria, VA 22314 USA



Walk-in registration opens  
**October 25, 2019 at 1:00 p.m. at McCormick Place West**  
2301 S. Martin Luther King Drive  
Chicago, IL 60616

By registering for IACP 2019, your mailing/postal address will be shared with exhibitors and sponsors so that you may receive information on their products, services, and special events as they relate to the event.

☐ Yes, I wish to share my mailing address with exhibitors and/or sponsors.

☐ Yes, I would like to receive emails from exhibitors regarding their conference activities and products.

### Check One:

- ☐ I am an IACP Member; Membership Number \_\_\_\_\_
- ☐ I am a Non-Member
- ☐ I am applying now for Membership (Use Section "B" below to join and check First Time IACP Member in Section "A".)
- ☐ I am the spouse or family member of \_\_\_\_\_ Their Member # \_\_\_\_\_

Full Name \_\_\_\_\_

First Name for Badge \_\_\_\_\_

Title/Rank \_\_\_\_\_

Agency/Organization \_\_\_\_\_

Agency Address \_\_\_\_\_

City \_\_\_\_\_ State \_\_\_\_\_

ZIP/Postal Code \_\_\_\_\_ Country \_\_\_\_\_

Phone # \_\_\_\_\_ Cell # \_\_\_\_\_

Email Address \_\_\_\_\_

### FAMILY — complete a duplicate registration form if using different payment method.\*

Name \_\_\_\_\_

Children (5 and Under) Name(s) and Age(s) \_\_\_\_\_

Children (6-18) Name(s) and Age(s) \_\_\_\_\_

### A. CHECK APPROPRIATE REGISTRATION TYPE

- ☐ IACP Member\* .....\$425
- ☐ First Time IACP Member\* .....\$370
- ☐ Non-member\* .....\$600
- ☐ Family Member\*+ .....\$150
- ☐ Children 6-18\* .....\$45
- ☐ Children 5 and under\* .....FREE

*Qualified attendees may register for the Free Exposition Hall Pass online at [www.theIACPconference.org](http://www.theIACPconference.org).*

*1-Day Pass and 2-Day Pass Registration will open online September 12, 2019.*

### B. IACP DUES

- ☐ YES! I would like to join the IACP and take advantage of the First Time Member Registration Rate of \$370 (see the website for membership benefits and criteria), plus the dues amount below:
- ☐ Active Member .....\$190
- ☐ Associate Member – General .....\$190
- ☐ Associate Member – Sworn Officer .....\$75
- ☐ Associate Member – Academic .....\$190
- ☐ Associate Member – Service Provider .....\$500

### C. ANNUAL BANQUET TICKETS

- ☐ YES! I would like to purchase tickets for the Annual Banquet to be held on Tuesday, October 29:

Tickets \$100 each; # of tickets: \_\_\_\_\_

No refunds. Pre-Conference ticket sales end October 23, 2019 and will continue onsite October 25-28, 2019.

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

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

☐ **Purchase Order.** PO# \_\_\_\_\_

☐ **Check.** Make checks payable to IACP (U.S. dollars, drawn on U.S. banks only) and mail full payment (no cash) with completed form to: IACP Conference Registration, P.O. Box 62564, Baltimore, MD USA 21264-2564

**Please charge my credit card:** ☐ Visa ☐ MasterCard ☐ American Express ☐ Discover

Acct. # \_\_\_\_\_ Exp. Date \_\_\_\_\_

Cardholder's Name \_\_\_\_\_

Billing Address \_\_\_\_\_

Signature \_\_\_\_\_

Do NOT mail and fax form — charges may be duplicated. A cancellation fee is in effect through October 23, 2019. No refunds on or after October 24, 2019. Registration and attendance at IACP events constitutes an agreement by the registrant to the IACP's use and distribution (both now and in the future) of the registrant or attendee's image or voice in photos, images, video and/or audio recordings of such events without compensation or approval rights. All photos, images, and recordings are the property of IACP.

Source Code: JKIT

# REGISTRATION INFORMATION

## GENERAL INFORMATION

Full conference registration to IACP 2019 is limited to IACP members, qualified non-member guests, family members, and exhibitors. IACP 2019 is not open to the general public.

To take advantage of discounted registration fees complete this registration form and return to the IACP with payment or register online through September 11, 2019. Beginning September 12, 2019 ONLY online registrations will be accepted, and higher registration fees will apply.

Registration fees must accompany the registration form; payment may be made by check, credit card, or purchase order. Advance and on-site registration fees will be accepted in U.S. funds only and must be drawn on a U.S. bank. All credit card payments will be processed at IACP Headquarters in U.S. funds.

Phone registrations are not accepted. Do not mail and fax your credit card information, as charges may be duplicated. Once your registration is processed, you will receive an e-mail confirmation which also serves as your only receipt.

## FREE EXPOSITION PASS FOR PUBLIC SAFETY PERSONNEL

Sworn officers, first responders, and civilian employees of public safety and government agencies, and members of the armed forces can register for complimentary access to the Exposition Hall.

Public Safety includes offices of police, sheriffs, EMS, fire service, hazmat, and park rangers from federal, state, city, county, campus, and tribal agencies, and the armed forces. To qualify for this three-day exhibit hall-only pass, the recipient must work for the government or a public safety agency and will be required to show their credentials upon arrival. The IACP reserves the right to refuse ineligible registrations. (Exposition Pass registrants cannot purchase Chiefs Night tickets). Qualified attendees may register for the Free Exposition Hall Pass online at [www.theIACPconference.org](http://www.theIACPconference.org).

## MEMBERSHIP DISCOUNTS

Join the IACP now to qualify for the First Time IACP Member rate and save 38%

IACP members attending the Annual Conference and Exposition for the first time can take advantage of a special discounted rate; \$370 in advance and \$445 on-site, savings of over 38%! The First Time IACP Member discounted rate must be taken at the time of the initial registration. Refunds cannot be given for incorrect registration submissions.

Non-members may submit their IACP Member dues along with the First Time IACP Member registration fee (\$370) by completing the membership portion of the registration form.

Law enforcement professionals at every level can qualify for membership in the IACP. Those in sworn command-level positions qualify for active membership; others are eligible for associate membership. Visit [www.theIACP.org/Membership](http://www.theIACP.org/Membership) for details.

<b>2019 REGISTRATION FEES</b>	<i>Advance Registration</i> On or before September 11, 2019	<i>Online &amp; On-site Registration</i> On and after September 12, 2019
IACP Member*	\$425	\$500
First Time IACP Member**	\$370	\$445
Non-member*	\$600	\$725
Family Member*+	\$150	\$150
Children 6-18*	\$45	\$45
Children 5 and Under*	FREE	FREE
Exposition Pass	FREE	FREE
1-Day Pass^	—	\$160
2-Day Pass^	—	\$235

- \* Full conference registration fee includes access to all general assemblies, workshops, receptions, Exposition Hall, and Chiefs Night.
- # The First Time IACP Member discounted rate must be taken at the time of the initial registration. Refunds cannot be given for incorrect registration submissions.
- + Family refers to spouse or family member, not a business associate or fellow law enforcement colleague. Only the family member's name, city, and state will appear on his or her badge. Family members do not receive certificates for workshops.
- ^ 1-Day and 2-Day Pass registration will begin online on September 12, 2019. Each person may register for only ONE 1-Day Pass or 2-Day Pass.  
  
Only IACP members can take advantage of the member registration rate. All IACP memberships are individual and non-transferable for conference registrations member rates.

## REFUND POLICY

- All cancellations must be made in writing and mailed, faxed (703-836-4543), or e-mailed (Attendee: [conf2019@theiacp.org](mailto:conf2019@theiacp.org); Exhibitors: [exhibits@theiacp.org](mailto:exhibits@theiacp.org)) to the IACP headquarters. A penalty will apply. No telephone cancellations will be accepted. It will take a minimum of six weeks to receive a refund.
- A 25% penalty will be assessed on all cancellations postmarked or fax/e-mail dated on or before October 2, 2019.
- A 50% penalty will be assessed on cancellations postmarked or fax/e-mail dated October 3 - 23, 2019.
- No refunds will be issued on or after October 24, 2019. No refunds will be given for no-shows. No refunds will be issued for Annual Banquet or Chiefs Night tickets.
- Registration or Annual Banquet tickets may be transferred to another person in your organization by written request to IACP prior to October 2, 2019. After this date all changes must be made at the conference. Additional charges may apply.



OCTOBER 26-29  
McCormick Place Convention Center  
Chicago, Illinois  
[theIACPconference.org](http://theIACPconference.org)

**QUESTIONS?**  
**CALL 800-THE-IACP**



# Chicago Hotel Information

Book early for best rates and selection at [theiacpconference.org](http://theiacpconference.org).

**Questions?** Contact onPeak, the official IACP 2019 housing partner, at [iacphotels@onpeak.com](mailto:iacphotels@onpeak.com) or 1.866.524.7456.



**OCTOBER 26-29**  
McCormick Place Convention Center  
Chicago, Illinois  
[theiacpconference.org](http://theiacpconference.org)



	Hotel	Rates Starting At
1	AC Hotel Chicago Downtown	\$219.00
2	ACME Hotel Company Chicago	\$209.00
3	Chicago Marriott Downtown Magnificent Mile	\$269.00
4	Courtyard Chicago Downtown Magnificent Mile	\$219.00
5	Courtyard by Marriott Chicago Downtown River North	\$239.00
6	DoubleTree by Hilton Chicago - Magnificent Mile	\$224.00
7	Embassy Suites Chicago Downtown	\$229.00
8	Fairfield Inn & Suites Chicago Downtown/Magnificent Mile	\$219.00
9	Fairmont Chicago, Millennium Park	\$279.00
10	Hampton Inn Chicago McCormick Place	\$264.00
11	Hilton Chicago	\$269.00
12	Hilton Garden Inn Chicago Downtown/Magnificent Mile	\$239.00
13	Hilton Garden Inn Chicago McCormick Place	\$269.00
14	Home2Suites Chicago McCormick Place	\$259.00
15	Homewood Suites by Hilton - Chicago Downtown	\$224.00
16	Hotel Chicago Downtown	\$239.00
17	Hyatt Centric Chicago Magnificent Mile	\$239.00
18	Hyatt Regency Chicago	\$259.00
19	Hyatt Regency McCormick Place	\$289.00
20	Inn of Chicago Magnificent Mile	\$199.00
21	Intercontinental Chicago Magnificent Mile - Main Tower	\$256.00
22	Kimpton Hotel Palomar Chicago	\$239.00
23	Loews Chicago	\$259.00
24	LondonHouse Chicago	\$249.00
25	Marriott Marquis Chicago	\$299.00
26	Radisson Blu Aqua Hotel	\$255.00
27	Sheraton Grand Chicago	\$259.00
28	Swissotel Chicago	\$259.00
29	The Blackstone Hotel	\$249.00
30	The Palmer House Hilton	\$269.00
31	Westin Michigan Avenue Chicago	\$249.00
32	Wyndham Grand Chicago Riverfront	\$219.00

Rates as of 9/1/18. Rates are subject to change.

# Vulnerable Populations

Protect All Members of the Public with IACP Net



Law enforcement is dedicated to protecting all members of the community, including those least able to protect themselves. IACP Net provides the most innovative and up-to-date information to aid in the mission of serving vulnerable populations.

The Policies e-Library has thousands of ready-to-use policies from agencies like yours, including

- Communication With Individuals With Hearing or Speech Disabilities (650351)
- Elder/Dependent Adult Abuse (624364)
- Interacting with People Who Have Mental Illness (650527)

The Main e-Library contains more than 75,000 solutions and best practices for law enforcement, including

- Practices in Modern Policing: Serving Vulnerable Populations (650083)
- Screening for Human Trafficking Among Homeless Young Adults (650560)
- Special Needs & Wandering: Preventing Tragedies with UAS (648935)

The Forms e-Library has more than 4,000 sample forms in use at other departments, including

- Elder ID Program Form (649534)
- Gender Identity Statement of Preference (650129)

Access these and more resources at [iacpnet.com](http://iacpnet.com). For more information, call the IACP Net hotline at 800.227.9640.








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See what your IACP membership can save you. You have access to this discount—just for being a member!

Visit [theiacp.org/member-benefits](http://theiacp.org/member-benefits) for more information.





## TOP IACP BLOG POST

## Breaking the Stigma of Law Enforcement Suicide

The U.S. Department of Justice's Bureau of Justice Assistance (BJA) has partnered with the International Association of Chiefs of Police (IACP) to launch a groundbreaking new initiative to raise awareness of the systemic barriers to mental health and prevent deaths by suicide among law enforcement officers: National Consortium on Preventing Law Enforcement Suicide, under BJA's newly established National Officer Safety Initiatives Program.



Read this blog post and others at [theIACP.org/blog](http://theIACP.org/blog)

## TOP POLICE CHIEF MAY ONLINE BONUS ARTICLE



## "Emotional Armor: Preparing Officers for the Impacts of Sustained, Low-Level Stress"

By Joseph Wolf, Assistant Director (Ret.), ICE Office of Training and Development



Read this article and more bonus content at [policechiefmagazine.org/category/bonus-online-article](http://policechiefmagazine.org/category/bonus-online-article).

# TWEET of the month



Vincent Talucci  
@vtalucci

Follow

Honored to participate with @TheIACP President Cell at the @NLEOMF Candlelight Vigil. A moving and fitting tribute to fallen officers.



The IACP  
@TheIACP

Follow

The names of 371 officers killed in the line of duty have been added to the National Law Enforcement Officers Memorial. Tonight @TheIACP remembers and honors our fallen law enforcement heroes who paid the ultimate sacrifice at the @NLEOMF #CandlelightVigil. #PoliceWeek2019



Vincent Talucci @vtalucci

Honored to participate with @TheIACP President Cell at the @NLEOMF Candlelight Vigil. A moving and fitting tribute to fallen officers.

## TOP READ ITEM IN IACP MONTHLY MAY NEWSLETTER

## New IACP Policy Center Resources

New Policy Center resources available! Updated documents have been released on four topics of interest to law enforcement: Harassment and Discrimination, Juvenile Diversion and Custody, Social Media, and Volunteers! Check out these new documents and more at the Policy Center webpage.



See these documents and other policy resources at [theIACP.org/policycenter](http://theIACP.org/policycenter).

## THIS MONTH'S QUOTE

“

Time is critical for LVAs with Alzheimer's disease, dementia, or any level of confusion or forgetfulness. A large-scale study found a 25 percent fatality rate for lost adults not found within the first 24 hours, which increased to 40 percent after 48 hours.

”

*"Police Search Response to Lost Vulnerable Adults"*

Pgs. 26-33



# Tribal Policing: Shifting the Focus from Information System Access to Officer Wellness

**POLICING TRIBAL LANDS, PARTICULARLY IN THE UNITED STATES, IS A UNIQUE CHALLENGE—PRIMARILY BECAUSE LIMITED RESOURCES AND JURISDICTIONAL PROBLEMS GET IN THE WAY.**

With the complicated jurisdictional web in U.S. Indian Country, a tribal agency, state agency, federal law enforcement agency, or any combination of all three may respond to a call for service. Often the status of the land, offender, and victim dictate the specific agency of jurisdiction. This challenge is represented well by the diversity of the IACP Indian Country Law Enforcement Section's (ICLES) membership, with active members from all three types of jurisdictions.

With this diverse membership, which includes tribal agencies with wide-ranging capacities, it is sometimes difficult to find that “one” key issue that is most representative of policing in tribal lands. However, tribal agency access to regional, state, and federal criminal justice information systems has been one of the exceptions. Lack of access has affected a significant portion of tribal law enforcement for decades. Thanks in part to the advocacy of the ICLES, the U.S. Department of Justice developed the Tribal Access Program to grant tribal agencies with the infrastructure to access this critical information, and many ICLES members' agencies were among the first pilot sites for this program. The concentrated, collaborative

work to resolve this long-standing problem has reached a point where the section's focus is now shifting to another challenge—that of tribal officer mental wellness.

A tribal law enforcement captain recently captured the need for this important dialogue when giving a brief on a critical incident. An officer pursued a wanted felony suspect on foot and fought for his life for more than 20 minutes before singlehandedly taking the suspect into custody. The captain, new to tribal law enforcement with years of leadership experience from a large municipality, was stunned when he realized there wasn't anything in the agency's policies, procedures, or even historical practices that spoke to critical incident debriefing, peer support, or any other wellness resources readily available to officers to turn to for help. What frustrated the experienced captain even more was the fact that the department's officers are not offered any type of third-party representation, including access to a legal defense fund when tort claims arise against officers.

Unfortunately, this is the norm for many tribal law enforcement agencies throughout the United States. In many cases, tribal agencies are scraping for

dollars just to issue basic equipment and can afford only bare-minimum staffing. That disadvantage combined with the vast and remote geography patrolled puts tribal officers at an alarming risk—an officer's backup can be as much as an hour away. With the limited and strained budgets, it's no wonder programs to ensure officer mental wellness don't even make it to the table during annual budget discussions.

Across the United States, much attention and effort has been put on officer wellness, and ICLES cannot continue to allow tribal officers to be underserved. This is why ICLES, through a newly formed officer wellness work group, will focus on this

issue. There will be a careful examination of current best practices and research to identify practical solutions that can be replicated or modified to meet the unique challenges of tribal law enforcement programs.

Practical solutions must result in more than just changing the paradigm away from the idea that it is a sign of weakness for an officer to ask for emotional or mental health assistance. The solutions will have to manifest in policy and practice—not just as a response to the stress of dealing with critical incidents, but, just as importantly, by preempting the sometimes extreme emotional challenges a police officer serving tribal lands faces day-to-day. ♡



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AUG  
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AUG  
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OCT  
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MAY  
12  
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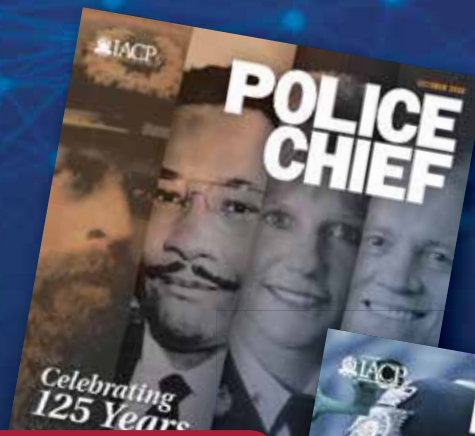
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