

# POLICE CHIEF



## ACTIVE THREATS & TARGETED VIOLENCE

### INSIDE

Redirecting the Pathway **26**

Protecting Schools, Preventing Tragedies **34**

Stalking, Strangulation, & Shootings **42**

Crime Place Networks **50**

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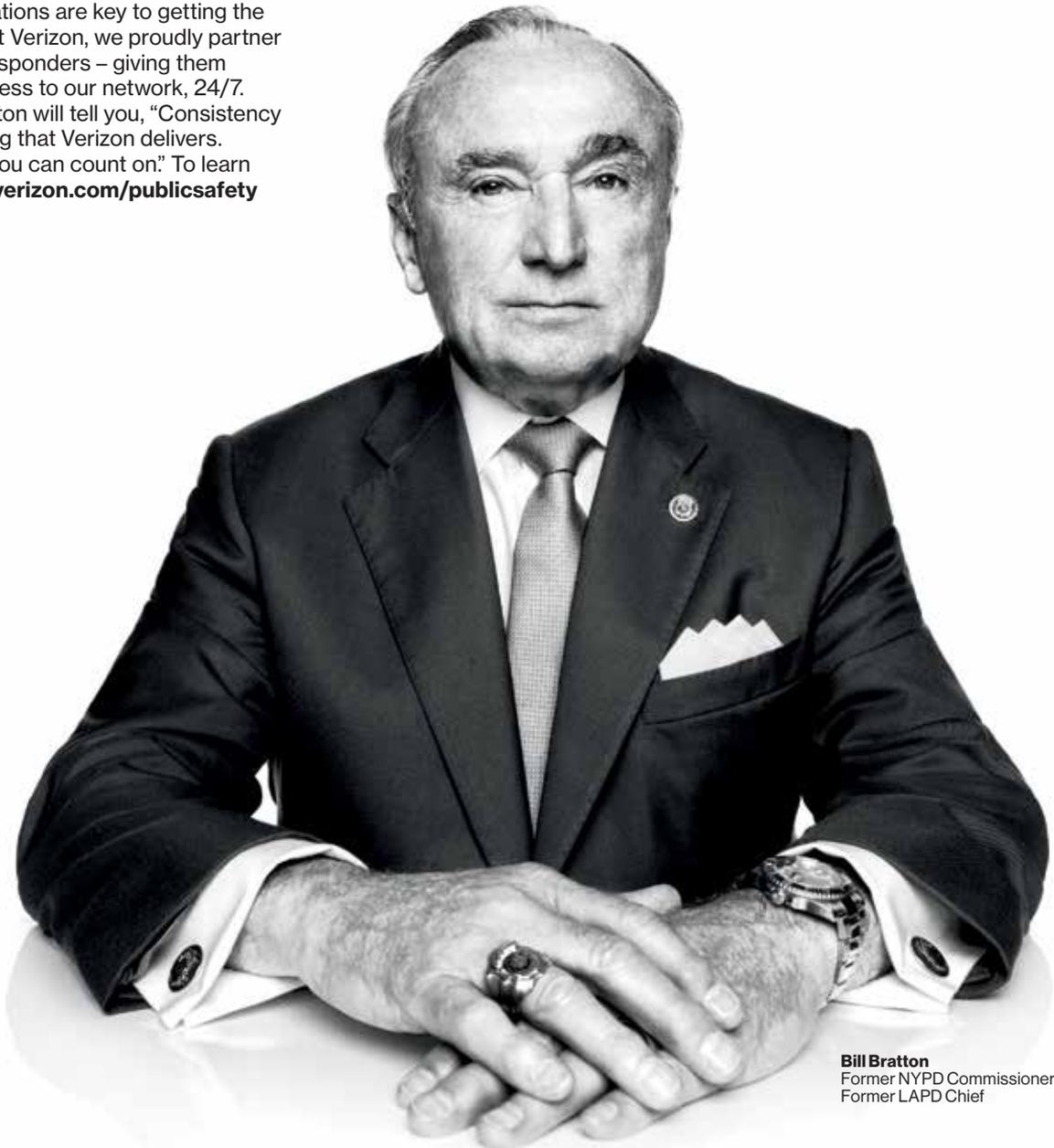
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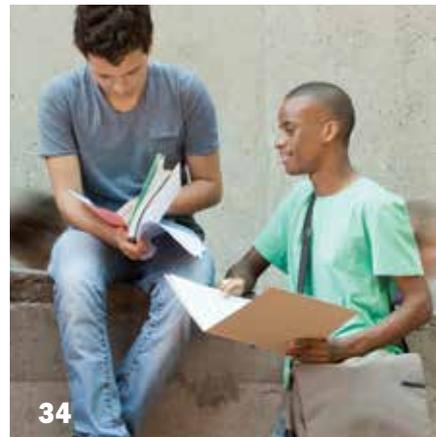
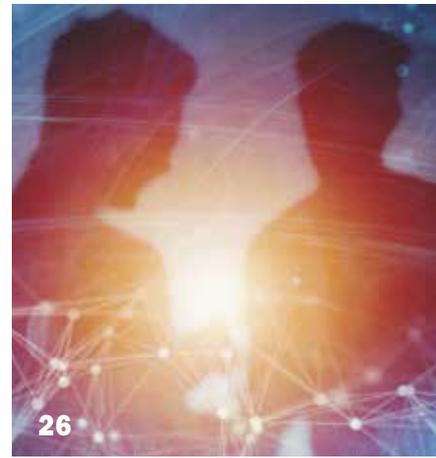
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## 26 Redirecting the Pathway

Community-based multidisciplinary threat assessments can help identify those on a path to violence and guide interventions to prevent targeted violence.

DAVE OKADA, STEPHEN WHITE, REID MELOY

## 34 Protecting Schools, Preventing Tragedies

Proactive threat assessment protocols may help schools and law enforcement prevent the tragic attacks that have impacted schools in recent years.

ARNA CARLOCK

## 42 Stalking, Strangulation, and Shootings

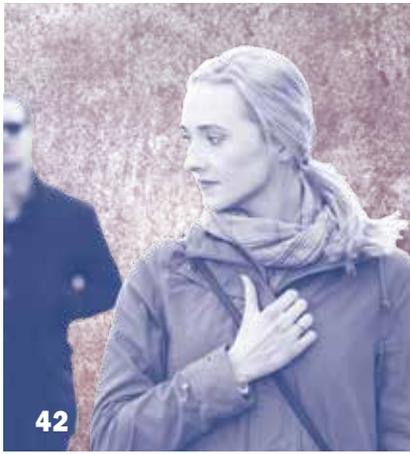
Domestic violence, especially stalking and strangulation, is a form of targeted violence that is highly predictive of other acts of violence, including mass attacks.

SCOT DUFOUR

## 50 Crime Place Networks

The Las Vegas, Nevada, Metropolitan Police Department piloted a strategy to reduce crime and violence that considered how places can function as networks that facilitate crime.

TAMARA D. HEROLD, JAMIE PROSSER



42



50

## LEADERSHIP

### 6 **President's Message** **Preventing and Responding to Active Threats**

STEVEN R. CASSTEVENS

### 8 **From the Task Force Chairs** **Lessons Learned from the Targeted Violence Task Force**

KRISTEN ZIMAN, JOHN MINA

### 15 **The Advisor**

### 16 **Chief's Counsel** **First Amendment Auditors**

Agency leaders need to know how their officers can (and should) respond to members of the public who record officers performing their duties.

ERIC ATSTUPENAS

## TECHNOLOGY

### 58 **Tech Talk** **A Quick Guide on Mobile Drone Detection**

Evolving drone detection technology options can potentially help prevent drone crashes, interference, and attacks.

LINDA ZIEMBA

### 61 **Product Feature** **Mobile Device Technology Advances for the Field**

Advances in mobile technology can save time in the field and improve officer safety, response time, and communication.

### 64 **Exposition**

## IN EVERY ISSUE

- 12 **Dispatch**
- 13 **Perspectives**
- 71 **Ad Index**

## IN THE FIELD

### 18 **Focus on Officer Wellness** **Resilience Training Intervention**

Pilot studies show that introducing resilience training during the early stages of officers' careers can improve their stress management and overall health.

MARY A. SCHAUF, SANDRA L. RAMEY, AMANDA ANDERSON

### 20 **Traffic Safety Initiatives** **Automated Vehicles and State Law Enforcement Summit**

Law enforcement and industry representatives attended a two-day summit on driver-assist technology and autonomous vehicles.

MARK SAVAGE, GINA ESPINOSA-SALCEDO

### 22 **Research in Brief** **Comprehensive Suicide Prevention in Law Enforcement**

Science suggests there are five components to a comprehensive approach to suicide prevention in various institutions, including law enforcement agencies.

RAJEEV RAMCHAND

### 24 **Spotlight** **Good Will from Canned Goods**

The Bloomsburg University Police Department offered students a chance to have parking ticket fines forgiven while also providing for community members in need.

## IACP WORKING FOR YOU

### 66 **IACP@Work** **Supporting Innovations in Community-Based Crime Reduction**

Aiming to reduce violent crime and enhance community-police collaboration, the IACP offers training and technical assistance via the Innovations in Community-Based Crime Reduction program.

JULIE MALEAR, RYAN SAMUELSON, KELLY BURKE

### 68 **IACP Net Bulletin**

### 69 **The Beat**

### 70 **The Brief**



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**Police Chief** articles are written by law enforcement leaders and experts. See the authors featured in this issue below.

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# POLICE CHIEF

A PUBLICATION OF THE IACP

JUNE 2020 | VOLUME 87, NUMBER 6

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Article notes are available online.

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*Police Chief* (ISSN 0032-2571) is published monthly by the International Association of Chiefs of Police, 44 Canal Center Plaza, Suite 200, Alexandria, VA 22314-2357, USA; 703-836-6767; fax: 703-836-4543. Periodicals postage paid at Alexandria, Virginia, and additional mailing offices. Subscription rate of \$30 to IACP members is included in annual membership dues; subscription rate to nonmembers is \$30 per year, domestic and foreign. Single copy, current issue, \$2.50; back issues, \$3, except APRIL Buyers' Guide issue, \$12.50.

POSTMASTER: Send address changes to Police Chief, 44 Canal Center Plaza, Suite 200, Alexandria, VA 22314, USA.

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

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

Articles are contributed by practitioners in law enforcement or related fields. Manuscripts must be original work, previously unpublished and not simultaneously submitted to another publisher. No word rate is paid or other remuneration given. Contributors' opinions and statements are not purported to define official IACP policy or imply IACP endorsement.

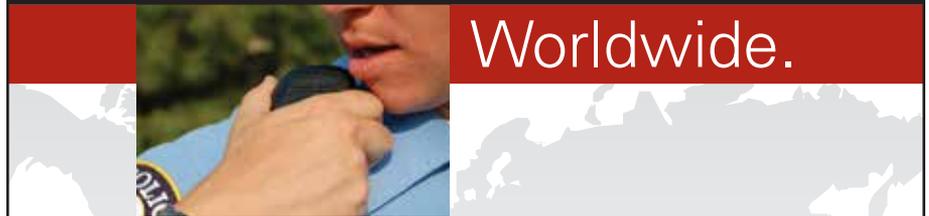
Printed in the USA.

BPA business publication membership granted September 1991



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# Preventing and Responding to Active Threats



“  
**The more state,  
 local, tribal,  
 and national  
 law enforcement  
 agencies commit  
 to monitoring  
 intelligence, the  
 better chance  
 we will have at  
 preventing attacks.**  
 ”

**WHEN AN OFFICER ENTERS LAW ENFORCEMENT, HE OR SHE IS AWARE THAT DANGER IS PART OF THE PROFESSION, BUT MOST NEVER EXPECT TO ENCOUNTER A TARGETED VIOLENCE OR ACTIVE THREAT INCIDENT.**

These terms are broad enough to take many forms in our work, but here I am describing situations where a perpetrator carries out a violent attack on a particular target. The method of violence and victims targeted often vary, but any community rocked by an active threat incident suffers immensely in the aftermath. The trauma is not limited to the general community—as the heroes who run toward the destruction, first responders are deeply affected by active threat situations, sometimes to the point where officers cannot return to the job.

In the past decade, the United States has witnessed an epidemic of targeted violence incidents. Here, they are usually in the form of mass shooting attacks, but active threats can take many forms. I have learned in my travels outside of the United States over the past several years that “active shooter” is not the typical attack in other countries. Law enforcement agencies in the United Kingdom and other countries find themselves responding to a different type of threat—attacks with explosives, knives, hatchets, and motor vehicles.

In March 2017, an attacker drove a car into pedestrians on Westminster Bridge before later crashing into a fence at Parliament. He then stabbed and killed a police officer before being shot and killed. Six dead, forty injured.

Three months later, three attackers in a van drove into pedestrians on London Bridge. The attackers then exited the vehicle and began stabbing people in pubs and restaurants before being shot and killed by police. Eleven dead, forty-eight injured.

Two weeks later, an attacker drove a van into pedestrians near Finsbury Park Mosque. One dead, eleven injured.

Two months later, a man was arrested outside of Buckingham Palace. When

officers challenged him, he reached for a sword inside his car.

And, one month after that, a homemade bomb was detonated on a tube train, injuring 22 people.

These are all examples from just one country of the types of attacks that are occurring all across the globe.

It is evident that active threats show up in many ways, and we must be prepared for all possibilities. Over recent years, terrorists and other attackers have changed their methods of attack, as well as their targets. There are important lessons to be learned from these horrific attacks that have occurred around the globe that can be beneficial to us all.

Last year, after a rash of mass shootings, IACP Immediate Past President Paul M. Cell convened a task force of IACP members who have the unfortunate experience of responding to targeted violence incidents. He asked them to delve into the causes of and responses to active threat incidents. This task force has done tremendous work, and I thank the members for their commitment to the IACP and to furthering the field of policing.

The IACP is currently building a resource webpage that will address all aspects of an active threat incident. There is a plethora of resources in the field on targeted violence and active threats, and the IACP will soon be offering these in one convenient location so that police executives everywhere can keep their communities and officers safe.

This clearinghouse will assist agencies as they work to prevent targeted violence in their communities, to respond effectively to a targeted violence attack as it is occurring, and to guide their agencies and communities through recovery in the wake of such tragedies.

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Under my leadership, the IACP will continue to work to better understand active threat incidents and close the gap between compiling information and developing practical solutions.

It should be our goal to enhance law enforcement’s role in active threat incidents. The more state, local, tribal, and national law enforcement agencies commit to monitoring intelligence, the better the chance we will have at preventing attacks. Agencies should prioritize building partnerships with local institutions and organizations to facilitate information sharing when community members become aware of concerning behavior or potential attackers. Once this information is shared, we must work to actively engage in threat assessment procedures, developing multidisciplinary teams that further connect law enforcement to personnel within the community. It is through these means that we can better identify and manage risk. We do not want the expectation of us to be solely that we will arrive on scene after the violence has taken place—we want to be involved long before that.

Though the United States struggles mostly with gun violence, global incidents of targeted violence show us that many objects can be used as weapons if an attacker is motivated enough. Vehicle rammings and sharp-edge weapon attacks require unique responses from law enforcement. As part of the resource webpage on targeted violence, the IACP will highlight international incidents and provide lessons learned from multiple types of active threat scenarios. Although the weapons of choice can vary, we know that the motives and ideologies behind attacks tend to have similarities across borders. If law enforcement enhances efforts to identify potential threats and to share information with all relevant community partners, we will strengthen our ability to prevent attacks before they occur.

I am proud to lead an association of more than 30,000 brave officers of the law. You recognize the potential for danger in the profession that you have chosen, and yet, every day, you choose to continue to serve our communities. For that, I thank you. ♡



# Lessons Learned from the Targeted Violence Task Force



**Kristen Ziman**  
IACP Vice President At-Large,  
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*Aurora Police Department, Illinois*



**John Mina**  
IACP Board Member,  
Sheriff

*Orange County Sheriff's Office, Florida*

**IN SEPTEMBER 2019, THEN-IACP PRESIDENT PAUL M. CELL CONVENED A TASK FORCE TO STUDY ACTS OF TARGETED VIOLENCE. THIS TARGETED VIOLENCE TASK FORCE HAS SOUGHT INFORMATION FROM EXPERTS IN MEDICINE, SECURITY SYSTEMS, PSYCHOLOGY, NATIONAL SECURITY, AND LAW ENFORCEMENT TO CREATE A RESOURCE GUIDE TO HELP POLICE CHIEFS PREPARE FOR AND RESPOND TO POSSIBLE ACTS OF TARGETED VIOLENCE IN THEIR COMMUNITIES.**

**CHAIRING THE TARGETED VIOLENCE TASK FORCE ARE CHIEF OF POLICE KRISTEN ZIMAN (AURORA, ILLINOIS) AND SHERIFF JOHN MINA (ORANGE COUNTY, FLORIDA). EACH OF THEIR COMMUNITIES HAS EXPERIENCED AN ACT OF TARGETED VIOLENCE—THE 2019 AURORA WAREHOUSE SHOOTING AND THE 2016 PULSE NIGHTCLUB TRAGEDY, RESPECTIVELY. HERE THEY OFFER THEIR INSIGHTS ABOUT THE WORK OF THE TASK FORCE THUS FAR.**

We are now both members of a club that we did not want to join. When an act of targeted violence occurred in each of our jurisdictions, we should not have been surprised. These violent incidents seem to capture headlines with greater frequency.

Fortunately, each of our departments was tactically prepared, and, as a result of our officers' training and resilience, lives were saved. But when all the dust settled and the operational aspect of the incident was complete, the work had only just begun.

## 2019 AURORA WAREHOUSE SHOOTING

The shooter in the Aurora incident was an employee who was being terminated. He opened fire on and killed the attendees in the termination meeting and then shot two more employees, leaving one of them dead. The shooter's intent was to kill more employees, but police officers responded in under four minutes and attempted to confront him. The first officer on the scene was immediately struck by gunfire, and four more cops were hit as they moved in to neutralize the threat.

## 2016 PULSE NIGHTCLUB SHOOTING

Forty-nine innocent lives were taken on the day of the Pulse nightclub shooting in Orlando. On June 12, 2016, in the span of three to four hours, the Orlando Police Department responded to an active shooter incident that turned into a response to a violent extremist who had pledged his allegiance to ISIS—and evolved again into a hostage situation with possible explosives. Courageous police officers saved dozens of lives that night, and the shooter was killed in a hail of gunfire by brave SWAT team members.

“

*In almost every act of targeted violence, there were warning signs... It takes boldness and courage to confront something or someone who might be a threat.*

”

The focus of the Targeted Violence Task Force is to uncover ways to educate law enforcement on the realities of these mass tragedies and their potential to occur in any community. We set out to find tangible lessons and resources that we could pass on to police executives, should they be faced with acts of targeted violence. Our goal is to give every police chief and law enforcement leader a document that can help them prepare their agencies and communities to cope and respond before, during, and after incidents of targeted violence.

To find answers, we held four different listening sessions where we sought information from subject matter experts in numerous fields—from medicine, mental health, and community outreach organizations to counterterrorism and tactical response experts. We invited psychologists, federal partners, police chiefs, and educators, and we even solicited input from family members of victims of targeted violence.

The task force focused on four key components:

1. Pathway to Violence and Warning Signs
2. Preventing Future Attacks
3. Target Hardening
4. Harm Reduction/Mitigation

#### **LESSONS LEARNED**

As panelists presented to the task force throughout the four sessions, we had the opportunity to engage in informal discussions about how their respective fields view targeted violence and what they deem to be information critical to preventing it. The mental health professionals who testified focused on the identification of those in mental crisis. They were quick to point out, though, that those with mental illness are more likely to be victimized or to harm themselves than to harm others.

From panelists in law enforcement, we were reminded that patrol officers are more likely to be first on the scene of a targeted violence attack and need to

be prepared to respond immediately. Waiting for trained SWAT officers is not an option in most cases, and our first responders need to have the tactical training and equipment to respond and successfully stop the next terrorist or mass shooter.

Perhaps the most compelling, impactful, and heartbreaking testimony came from Max Schachter, whose son, Alex, was one of 14 students and 3 teachers murdered at Marjory Stoneman Douglas High School (Parkland, Florida) in February 2018. Max now devotes his life to making schools safe. As he spoke, we wondered how he drew the strength to relive the incident over and over. Perhaps the hardest part was the fact that the Parkland shooting was predictable—the shooter was commonly known as “the next school shooter” due to his mental health issues. We often hear, “If it’s predictable, it’s preventable”; yet, not enough was done to intercept this act of violence. Max’s testimony reminded us of the importance of the IACP and this Targeted Violence Task Force’s work.

As we listened to the subject matter experts and those afflicted by targeted violence, there seemed to be a disconnect as it pertained to law enforcement. The police respond to incidents as they are happening, but we rarely have an opportunity to prevent a shooting. In the mass shooting that occurred in Aurora, the shooter made a comment earlier in the day that if he was terminated, he was going to “blow the place up.” Not one person who was a witness to this statement reported it to a supervisor or called the police. It feels eerily like the Parkland shooter who lived up to his reputation.

At times during these listening sessions, it was easy to feel discouraged and helpless, wondering if we in law enforcement can really do anything to prevent these massacres.

The answer is that the “we” who can solve this is much bigger than law enforcement. It is the collective “we” of society who must do our part in

prevention. In almost every act of targeted violence, there were warning signs, but we are all grappling with the bureaucracy of privacy and sensitivity that prohibit people or institutions from coming forward. Threat assessments by skilled practitioners on individuals who show signs of being a danger to others is only half of the solution. It is the relentless follow-up through action that will be the interceptor. That might be a home visit by a school social worker and a police officer in tandem to a student who has a propensity for violence. Conversations can be had with students and parents that might reveal access to weapons. U.S. law enforcement agencies operate within the confines of the Fourth Amendment, but asking the right questions of guardians and subjects can often lead to consensual searches or revelations that would otherwise not be uncovered. The same holds true in organizations. Human resources departments and law enforcement can partner in their respective roles to confront even the most minimal threat before it progresses to violence.

The real uphill battle is altering the culture of reporting. No matter the institution or organization, people still feel uneasy about coming forward. They feel as though they are “whistleblowers” and grapple with the notion that they might be wrong in their assessment or suspicion. It takes boldness and courage to confront something or someone who might be a threat; however, each person who failed to come forward with information or failed to act on their intuition is living with the reality that people might still be alive had they done so.

There are now far too many law enforcement leaders who have experienced these incidents of mass violence. We have much to share with each other, and that shared information and experiences will give us the framework to craft a product that can help a chief or sheriff deal with the next incident of targeted violence. Because, unfortunately, we know it is not *if* it happens, it is *when* it happens. The only question is where.

**RAPID RESPONSE TEAM**

One of the most valuable and innovative suggestions that has come from the task force was the concept of a Rapid Response Team (RRT) that can be accessible, both virtually and in person, during and following a targeted violence incident. The RRT will be available to law enforcement and public safety leadership including chiefs of police and public safety directors and will consist of a team of consultants, including law enforcement leaders, educators, victim services providers, chaplains and clergy, elected city officials, city and town managers, and mental health providers, with expertise in and credibility with law enforcement to serve as a resource of best practices and lessons learned. Each member will be handpicked, possessing the qualities needed to provide knowledge and experience without becoming overbearing or overshadowing the leader

in command. Imagine if a chief or sheriff could call upon the IACP and receive these designated resources within hours of the incident—the RRT makes this scenario a reality.

In the days following the mass shootings in each of our communities, we received many texts, emails, and phone calls with offers of assistance. But, honestly, it was an overwhelming amount of communication in which we lacked the time to call or text each person and seek advice. Having a dedicated team, either present in person or by telephone, that we could have accessed at any time would have been extremely beneficial.

The Targeted Violence Task Force cannot prevent all instances of targeted violence, but it is working to provide best practices and a way forward. Sadly, the reality is that the next act of targeted violence is just around the corner—but,

we have made much progress in uncovering the notion that it is not a problem for one entity to solve, providing a path forward for police and communities. ♥

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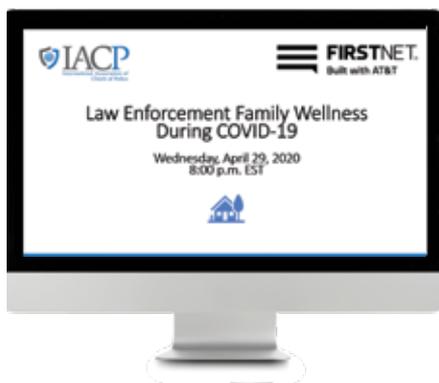
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To assist law enforcement families in maintaining emotional wellness during COVID-19 and beyond, the IACP hosted a webinar in April 2020 on Law Enforcement and Family Wellness During COVID-19, which highlighted a variety of strategies to help police and their families stay resilient and well in these challenging and uncertain times.

*This webinar was sponsored by FirstNet Built with AT&T.*

A recording of this webinar is available at [vimeo.com/413644209/f58ab96552](https://vimeo.com/413644209/f58ab96552).

## Law Enforcement and COVID-19 Special Edition

Looking for an online version of the *Law Enforcement and COVID-19* special edition that you received with your May issue? You can find it on IACP's website, along with other important, law enforcement–specific COVID-19 resources—many of which are even available in multiple languages.

Visit [theIACP.org/resources/document/law-enforcement-information-on-covid-19](https://theIACP.org/resources/document/law-enforcement-information-on-covid-19).



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All IACP conference-specific apps will remain housed within this main IACP app for your convenience. Android devices may need to uninstall and re-install if it does not refresh.

*Updates to the IACP App were created with support from the U.S. DOJ COPS Office and CRI-TAC program.*

To download the IACP app, visit the Apple or Google Play store on your device and search for “IACP,” or visit [theIACP.org/iacp-app](https://theIACP.org/iacp-app)



## Employee Family and Wellness Guide

To assist officers and their families, the IACP has developed a comprehensive *Employee and Family Wellness Guide* encompassing wellness resources on a variety of topics, including healthy sleep habits, nutrition, financial wellness, helping children understand their law enforcement parent's job, injury reduction, and suicide prevention and mental health.

Agencies can customize the guide by selecting the color or black-and-white version and by adding their logo, local wellness resources, and relevant contact information.

Access the guide and other law enforcement family resources at [theIACP.org/ICPRlawenforcementfamily](https://theIACP.org/ICPRlawenforcementfamily).

## Q: What methods can be used to prevent targeted violence attacks?



**A:** Threat assessment and management processes are increasingly used to help organizations better identify, assess, and manage the risks of targeted violence. Organizations must

- utilize a collaborative, multidisciplinary approach;
- enhance centralized awareness of developing concerns through active community engagement;
- conduct a thorough assessment informed by relevant research;
- implement proactive, holistic case management;
- monitor and reassess cases on an ongoing basis;
- operate in accordance with relevant laws, policies, and standards of practice; and
- emphasize continuous improvement and adapt to changing needs.

**Gene Deisinger, PhD**

*Deputy Chief of Police & Director,  
Threat Management Services,  
Virginia Tech  
President, Deisinger Consulting, LLC*



**A:** When we examine targeted violence incidents, we learn of opportunities for improvement at the local, state, and federal level. Intervention must be a key focus in averting future attacks. Warning signs are often noticed by friends, family members, and associates of the offender prior to the commission of an attack. Education and awareness directed at the individuals most likely to first observe suspicious behavior are essential to intervention. We must encourage family members and acquaintances to provide information when early indicators are observed. Nongovernment and faith-based organizations with established community trust should lead this effort. These organizations should create procedures to provide timely, critical information to local and federal law enforcement agencies.

**Murphy Paul**

*Chief of Police, Baton Rouge Police  
Department, Louisiana*



**A:** I believe that understanding our communities and truly being part of them is the first step in preventing targeted violent attacks. We shouldn't underestimate the power and legitimacy of the public we serve and the importance of being a consistent and trusted presence versus inserting ourselves only to deal with problems. Authentic engagement and open communication are critical components to building long-term, two-way relationships with our various community partners. It's these connections and the exchange of information that flows from them that can assist police agencies to get ahead of an incident and respond more effectively to one. We need to be flexible, progressive, and open-minded in how we share information with our communities.

**Fiona Wilson**

*Superintendent, Vancouver Police  
Department, British Columbia*



**A:** Preventing targeted violent attacks is a central pillar of the law enforcement mission. While there are various perpetrators of such attacks with diverse incentives for crime types such as terrorism, organized and emerging crime, and cybercrime, information exists that can be valuable for preventative action. This could be related to modus operandi, networks, or individuals. Sharing such information internationally can help inform a tailored domestic approach to preventing targeted violent attacks. In today's interconnected world, an understanding of what is outside one's jurisdiction helps law enforcement prepare at home. This is precisely the type of support INTERPOL provides to its 194 Member Countries through its network of national law enforcement focal points and secure communications channel.

**Patrick Stevens**

*Director, Counter Terrorism,  
INTERPOL*



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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 is answered by experienced leaders from our mentorship panel.

**Q:** *What skill do you wish you had honed or practiced more prior to assuming a leadership role?*

**A1:** *Chief Doug Shoemaker:* For me, the skill of choice would be patience. I've been blessed with opportunities to lead, particularly now with the Grand Junction Police Department. My lack of patience manifests itself in my desire to accomplish great things with my team. Whether its empowering new supervisors, ensuring our field training program is the best it can be, or taking our dispatch center to new levels of innovation and professionalism, admittedly, I want it all. Great things only happen over time, however, so patience is a necessary skill. I take comfort in knowing that, as a team, we can and will accomplish these and many other great things that will aid us in better serving our community for years to come.

**A2:** *Chief James Hicks:* After almost 20 years as a chief, I have always wished I had honed my skill as a communicator prior to assuming a leadership role. I am talking about communication well beyond the supervisory books and education—the communication skill of studying your audience and the topic you are speaking about. I wish I had learned earlier to



take the time to educate myself before I spoke, understanding that not everyone comes from the same place as I do on every subject. Leaders are expected to address every audience as an expert on whatever subject the audience holds dear. Once I learned this skill the hard way, I felt more comfortable addressing any individual or group on many topics and, in turn, my support in the community grew.

**A3:** *Chief Paul Schultz:* I wish that I had better skills at time management when I first assumed a leadership role. As a chief executive, you are pulled in many directions almost simultaneously. Almost immediately your day can become extremely hectic and often spin out of

control. I distinctly remember many 12+ hour days where I was still bringing work home. Over the years, I have been able to greatly improve in critical areas such as delegating assignments, tracking projects with a project board, using a ticker file to remind me to check on the status of assignments, and, in general, managing my day better. For the last several years of my career, I was able to get more work done in less time. The ability to manage your time is a critical skill that all police executives must master. The failure to manage your time effectively can lead to disastrous results. ♡

## MEET THE MENTORS



**Doug Shoemaker, Chief**

GRAND JUNCTION POLICE DEPARTMENT, CO



**James Hicks, Chief**

NATICK POLICE DEPARTMENT, MA



**Paul Schultz, Chief (Ret.)**

FORT MORGAN POLICE DEPARTMENT, CO



BY  
Eric Atstuppenas, Esq.,  
General Counsel,  
Massachusetts Chiefs of  
Police Association

# First Amendment Auditors

## Saying “Cheese” & Other Strategies for Success



**FIRST AMENDMENT CHALLENGES HAVE BECOME A NORM FOR U.S. LAW ENFORCEMENT. ONE OF THE MORE RECENT TRENDS IS FOR SELF-PROCLAIMED FIRST AMENDMENT “AUDITORS” TO RECORD LAW ENFORCEMENT PERSONNEL PERFORMING THEIR DUTIES, WITH SOME INTERACTIONS TURNING PARTICULARLY CONFRONTATIONAL.**

These audits are a form of activism in which individuals exercise their First Amendment rights by openly recording police personnel in certain public spaces. Whether their motives are purely civic natured (intending only to ensure that agencies are First Amendment compliant) or more narcissistic (intending to spark controversy in order to garner a larger social media following), agencies must be prepared to deal with these auditors in a constitutionally sound manner.

### WHY IS THIS A FIRST AMENDMENT ISSUE?

Many of the U.S. circuit courts of appeal have ruled, in one form or another, and the U.S. Department of Justice has taken the position, that citizens have the First Amendment right to film police performing their duties in public.<sup>1</sup> The

case of *Glik v. Cunniffe* is one of the more influential and oft-cited cases in this jurisprudential realm.<sup>2</sup> Simon Glik sued under 32 USC § 1983, alleging a violation of his First Amendment rights after being arrested and charged in connection with recording an incident on his smartphone where officers were taking another individual into custody on the Boston Common. Notably, the First Circuit denied the officers’ bid for qualified immunity, ruling,

*[A] citizen’s right to film government officials, including law enforcement officers, in the discharge of their duties in a public space is a basic, vital, and well-established liberty safeguarded by the First Amendment.*

*[S]uch peaceful recording of an arrest in a public space that does not interfere*

*with the police officers’ performance of their duties is not reasonably subject to limitation.*

The case of *Gericke v. Begin* is likewise instructive here.<sup>3</sup> Carla Gericke was traveling in the second car of a two-car caravan one evening when the operator of the first car, Tyler Hanslin, was stopped by a New Hampshire police officer. As Gericke and Hanslin both pulled over, the officer positioned his cruiser in between Gericke and Hanslin’s vehicles and told her to move her car. She complied by moving to the adjacent school parking lot approximately 30 feet away. While there, Gericke appeared to be recording the scene. Another officer confronted Gericke a short time later and demanded to know where the camera was, as well as telling her to produce her license and registration. Gericke refused the demand, and she was arrested and charged with disobeying a police officer, obstructing a government official, and unlawful interception of oral communications. Gericke filed suit under § 1983, alleging a violation of her First Amendment rights.

The First Circuit ruled that citizens have a clearly established presumptive right to videotape police activity in public, but that “reasonable restrictions on the exercise of the right to film may be imposed when the circumstances justify them.” The court explained that

*such a restriction could take the form of a reasonable, contemporaneous order from a police officer, or a preexisting statute, ordinance, regulation, or other published restriction with a legitimate governmental purpose.*

In particular, the court pointed out, certain commands to disperse may be a justified safety measure in certain circumstances, like during a traffic stop when the detained individual is armed.

Some courts have even taken this one step further, ruling that secret audio recording of law enforcement officials

performing their duties in public is protected by the First Amendment, subject only to reasonable time, place, and manner restrictions.<sup>4</sup>

### A STRATEGIC APPROACH TO DEALING WITH AUDITORS

Agencies must be prepared to deal with these auditors in a constitutionally sound manner. As a result, agencies should review their applicable policies to ensure they pass constitutional muster, provide training to officers relative to those policies, and adequately supervise personnel to ensure compliance. In particular, agencies should consider the following constitutionally sound strategies.

**Just say “cheese”:** Most agencies require that officers be courteous to the public. This rule should set the baseline for all citizen encounters, whether a camera is involved or not. Officers should use this as an opportunity, to the extent possible, to let their “people skills” shine by maintaining courtesy, respect, and tact.

**Do not ignore illegal activity:** The U.S. Supreme Court ruled that the presence of probable cause for an arrest defeats a First Amendment retaliatory arrest claim as a matter of law.<sup>5</sup> The mere fact that someone is recording does not forgive him or her of all criminal transgressions.

**Pay attention to behavior and conduct:** Officers run into an issue when they focus on the act of recording itself. Instead, they should be careful to pay attention to the conduct and behavior of the person. For instance, if someone is committing a disturbance while recording, officers may take action to charge the individual with disturbing the peace, but should make it clear in the police report what conduct and behavior the person was engaged in, apart from the recording, to justify the charge.

**Use reasonable and contemporaneous orders (never sacrifice safety):** The *Gericke* case is important because it reminds officers that certain reasonable restrictions may be imposed on individuals recording them when safety concerns exist. In such instances, the officer’s order should not address the recording but focus on the safety concerns.

**Provide identification upon request:** Some states require that officers provide

their police identification upon request. In those instances, officers should politely produce their police IDs. There may be times, however, when this is not reasonable, practical, or safe.

**Be careful about “No Recording” or “No Trespassing” signage:** In many instances, it is unlikely that a “No Recording” prohibition could be enforced. If sensitive information may be readily viewable from the publicly accessible areas like a lobby, considerations should be made to address this issue so that such information is not viewable. Likewise, except for in the most clearly delineated anchor points, a “No Trespassing” sign may be difficult to enforce. This will be dependent upon the area the rule is intended to protect and whether other citizens have access to that area.

**Attempt to diffuse the situation:** Officers should always attempt to avoid the escalation of a situation. Remember, the most important attribute of any police officer

is the ability to communicate and to diffuse a potentially volatile situation.

**Consult your legal counsel:** For specific guidance on First Amendment auditors in each jurisdiction, agencies should consult their legal counsels. ♡

#### NOTES:

<sup>1</sup>See, e.g., *Glik v. Cunniffe*, 655 F.3d 78 (1st Cir. 2011); *ACLU v. Alvarez*, 679 F.3d 583 (7th Cir. 2012); *Smith v. City of Cumming*, 212 F.3d 1332 (11th Cir. 2000); *Fordyce v. City of Seattle*, 55 F.3d 436 (9th Cir. 1995); *Turner v. Driver*, No. 16-10312 (5th Cir. 2017); *Fields v. City of Philadelphia*, 862 F.3d 353 (3d Cir. 2017); *Sharp v. Baltimore City Police Department*, No. 1:11-cv-02888-BEL (D. Md. Statement of Interest filed January 10, 2012).

<sup>2</sup>*Glik*, 655 F.3d 78.

<sup>3</sup>*Gericke v. Begin*, 753 F.3d 1 (1st Cir. 2014).

<sup>4</sup>See *Martin et al. v. Gross et al.*, 380 F.Supp.3d 169 (D. Mass. 2019).

<sup>5</sup>*Nieves v. Bartlett*, 587 U.S. \_\_\_, 139 S. Ct. 1715 (2019).

**UTILITY**

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[www.bodyworn.com/alpr](http://www.bodyworn.com/alpr)

# Resilience Training Intervention

## Lessons Learned from Milwaukee and Madison

**MOST LAW ENFORCEMENT OFFICERS BEGIN THEIR CAREERS IN GOOD PHYSICAL CONDITION AND HEALTH. HOWEVER, JOB-RELATED STRESS DISORDERS CAN CAUSE MANY TO RETIRE EARLY OR DIE PREMATURELY.**

Compared to the general population, police officers tend to have a worsened metabolic profile and a higher prevalence of cardiovascular disease and other risk factors. The demands of the law enforcement occupation place daily psychological and physiological stress on officers, consequently increasing their risk for illness and diseases associated with stress; thus, it is critical that officers develop the ability to recover from recurrent stressors. The ability to prepare for, recover from, and adapt in the face of stress, adversity, trauma, or challenge is defined as *resilience*. The law enforcement field needs strategies and techniques to enhance its members' ability to cope with stress—resilience training is one option to address coping with stress using self-regulation.

The effectiveness of a resilience training intervention is highly dependent on its timing. In a recent Milwaukee, Wisconsin, Police Department Academy class of 42 cadets ranging in ages from 21 to 53 years, greater job satisfaction three months after their graduation from the academy was statistically significant and associated with lower emotional stress and lower perceived stress. It appears from these early results implementation with recruits at the academy is likely the most effective time to deliver resilience training.

The Milwaukee and Madison, Wisconsin, Police Departments proposed to build comprehensive programs of stress reduction and resiliency through implementation of the HeartMath Resilience Advantage (RA). The RA is an evidence-based training program to improve officers' emotional well-being,

stress coping skills, and interpersonal skills. It teaches techniques to self-regulate the natural human emotions and physiological response to stress. Research demonstrates that the RA improves sleep, judgment, decision-making, and adaptive thinking, as well as the ability to maintain composure in challenging situations and environments and the ability to reestablish normal composure after stressful incidents.

### MILWAUKEE AND MADISON STUDIES

Participants in the Milwaukee Police Department's program and study were recruits enrolled in the agencies' academies in 2015, 2017, and 2018. The study was supported by funding from the U.S. Department of Justice Community Oriented Policing Services (COPS) Office. The enrollment for the Milwaukee study was 146 recruits. Approximately 10 days after the initial two-hour RA class, the recruits attended (in small groups of 10 to 14) the first of four 50-minute telementor sessions. The sessions were led by two mental health experts from HeartMath, conducted via phone conferencing, and scheduled approximately two weeks apart. The goals of these mentor sessions included reinforcing course content, improving coherence by using supported practice, facilitating mentoring among group members, and providing a venue for recruits to discuss situations they may encounter (on and off the job) where they might apply and use the methods or tools imparted in the class. Further, these sessions modeled the benefits of check-ins regarding mental health—especially because they were facilitated

BY

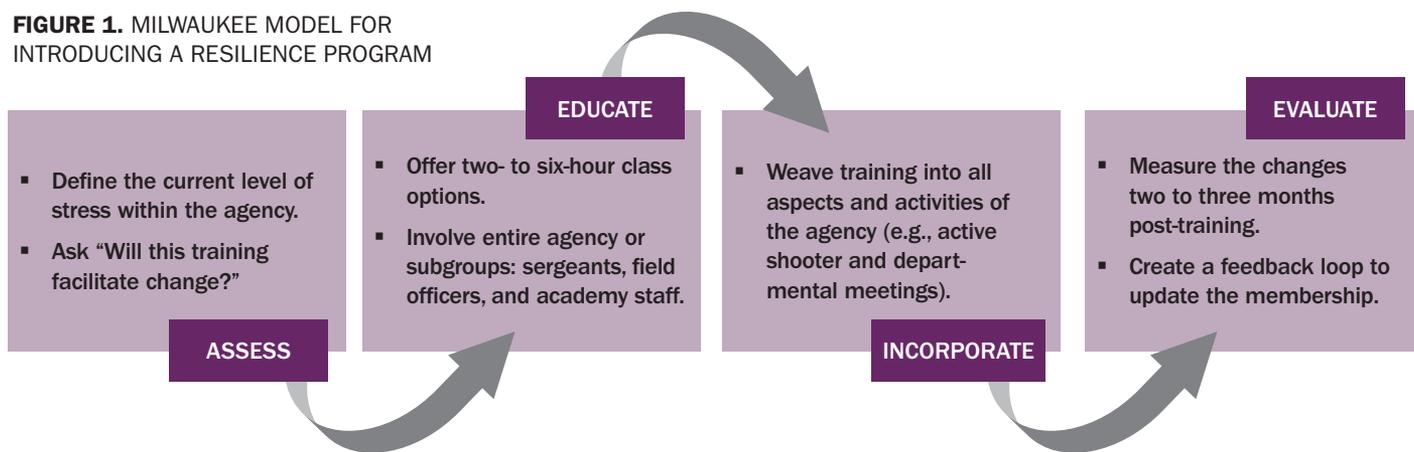
Mary A. Schauf, Captain (Ret.), Madison Police Department, Wisconsin; Sandra L. Ramey, PhD, Associate Professor, University of Iowa; and Amanda Anderson, PhD, Assistant Professor, Iowa State University

by mental health professionals. The use of iPads captured recruits' heart rate variabilities during their practice using the Inner Balance application. All participants electronically completed self-reported measures of stress at three time points: baseline, academy graduation, and two to three months post-graduation.

The Madison Police Department began delivering the RA to the pre-service academy recruits in September 2017, using state training funds available for academy training. Microgrant funding from the COPS Office supplemented these efforts and allowed the Madison Department to train and certify three additional HeartMath RA-certified organizational trainers, acquire 71 additional emWave2 training devices, and deliver RA programming content to commissioned officers. The emWave2 is a handheld device that employs an earlobe sensor to monitor changes in heart rate coherence while practicing the breathing techniques imparted in the RA class. (Physiological coherence or heart coherence is the ability of the heart's rhythm pattern to become more ordered.) In addition to providing training for recruits, Madison provided two classroom hours of introductory training material to all 375 commissioned officers during a mandatory in-service training session.

This session covered the value of resiliency training and introduced basic techniques using the emWave2 training aid, which gives users instant feedback on their performance during practice sessions. Similar to Milwaukee, Madison administered the Personal and Organizational Quality Assessment at two time points: pre-training and approximately eight weeks later.

**FIGURE 1. MILWAUKEE MODEL FOR INTRODUCING A RESILIENCE PROGRAM**



**QUANTITATIVE DATA ANALYSES RESULTS**

Positive changes were seen in the electronic survey results in Milwaukee and Madison. These included statistically significant improvement in stress levels, and for recruits, the improvement continued after two to three months on the job.

**QUALITATIVE DATA RESULTS (FOCUS GROUPS)**

Focus groups were used to collect data to complement the quantitative analyses.

According to the officers that participated, completion of the RA allowed them to develop new habits: (1) slowing down when making decisions; (2) using mindfulness, especially around difficult people or situations; (3) breathing during and after stressful situations to personally solve problems in stressful situations; and (4) employing positive imagery.

Some recruits shared that they were able to reduce the “noise in my head” with breathing techniques and by practicing self-awareness and mindfulness. They recognized the connection between cardiac disease, diet, exercise, and stress, as well as the importance of sleep and the effects of sleep on job performance.

One recruit shared about learning how to “take the uniform off when off duty” to help make a mental and physical transition from work to home, and participants noted use of the techniques taught before bed and when awakening during night.

**RECOMMENDATIONS FOR INTEGRATION OF A RESILIENCE TRAINING PROGRAM**

The goals of the Milwaukee project included creation of a model for other agencies to follow (Figure 1). The first

step in the process is to define where the agency is at the onset by determining why the training is necessary and how it will help the agencies and officers. Agencies can use assessments, open discussion, interviews, or focus groups to further define where the agency is at baseline and support the need for the training. Continuous feedback is necessary, beginning with the assessment at baseline and culminating with evaluation post-training.

If the training is implemented within the academy, it is best to impart the training during the first few weeks so recruits can apply the tools while at the academy.

**CONCLUSIONS**

Lessons learned from the Milwaukee and Madison programs include the following recommendations.

1. Achieve long-term program success and sustainability is dependent on leadership buy-in.
2. Be prepared to reconcile program training schedules and requirements with competing staffing allocation priorities.
3. Consider using a train-the-trainer approach for programs requiring content certification to defray costs.
4. Encourage officers to practice the RA skills and collect data on these sessions for a more robust evaluation.
5. Provide training field training officers helps to reinforce health practices throughout the agency.

The policing profession continues to be increasingly stressful for those serving with growing demands and new challenges. The work done in Milwaukee and Madison depicts a path forward for incorporating this type of

training for police officers as they begin their careers. While the model developed here may seem simplistic, until this time, no structure was available to direct agencies—large or small—about how to introduce this training. It is the authors’ hope that imparting the results of these pilot studies encourages more agencies in their endeavors to empower their recruits and officers to improve resilience and, subsequently, officers’ health. ♡

**THE BEAT: BUILDING PERSONAL RESILIENCE**

The Madison, Wisconsin, Police Department’s Building Personal Resilience project was developed in coordination with the University of Iowa’s College of Nursing. Captain Mary Schauf (ret.) and Sandra Ramey joined *The Beat* in February 2020 to share Madison’s experience.

Listen at [cops.usdoj.gov/hmtl/podcasts/the\\_beat/01-2020/Shauf-Ramey.mp3](https://cops.usdoj.gov/hmtl/podcasts/the_beat/01-2020/Shauf-Ramey.mp3).

This project was supported, in whole or in part, by cooperative agreement number 2017CKWX0017 awarded to Madison Police Department by the U.S. Department of Justice, Office of Community Oriented Policing Services. The opinions contained herein are those of the author(s) or contributor(s) and do not necessarily represent the official position or policies of the U.S. Department of Justice. References to specific individuals, agencies, companies, products, or services should not be considered an endorsement by the author(s), the contributor(s), or the U.S. Department of Justice. Rather, the references are illustrations to supplement discussion of the issues.

# Automated Vehicles and State Law Enforcement Summit

BY

Mark Savage, Deputy Chief, Colorado State Patrol, and Gina Espinosa-Salcedo, Region 8 Administrator, National Highway Traffic Safety Administration

**AUTOMATED VEHICLE TECHNOLOGIES ARE INCREASINGLY MORE PREVALENT ON THE ROADWAYS. FROM AUTOMATIC EMERGENCY BRAKING AND AUTOMATIC PARALLEL PARKING TO FULLY AUTONOMOUS TECHNOLOGIES THAT ALLOW A VEHICLE TO OPERATE WITHOUT A HUMAN BEHIND THE WHEEL, AUTOMATED TECHNOLOGY IS INCREASINGLY GUIDING TRANSPORTATION SYSTEMS.**

Whether it be driver-assist technology or fully autonomous vehicles, these technologies will forever alter the relationship between driver and vehicle. Eventually, these technologies could eliminate the need for humans to drive at all. While these features promise to save lives and reduce injuries, numerous public safety issues and considerations remain. Law enforcement agencies are increasingly tasked with ensuring that the convenience of automation does not come at the cost of safety. Accordingly, there must be recognition by policy makers at all levels that law enforcement has a significant role and needs to be included in the discussions surrounding automated vehicles.

The growing ubiquity of automated vehicles has generated new responsibilities for law enforcement. Task forces or study groups have been created to manage

the implications of automated vehicles, with state and local law enforcement occasionally having a seat at the table. In some states, state law enforcement actually oversees the testing of highly automated vehicles on public roads. In some of these cases, agencies have had to swiftly evolve to confront the challenges of automated vehicles with few resources or peer relationships to help guide them. To help those already engaged with these issues and to start the conversation on how to best address the coming changes, the Colorado State Patrol (CSP) hosted a two-day summit in September 2019 on Automated Vehicles and Law Enforcement. As one of the first state law enforcement agencies involved with these activities, the CSP was interested in convening a summit for law enforcement agency executives to share information, experiences, ideas, and lessons learned.

The agenda was designed to be beneficial for both newcomers and experienced users alike, including an overview of automated vehicle technology, lessons learned from states where automated vehicles were already in testing or use, and an opportunity to hear from manufacturers.

The regional office of the National Highway Traffic Safety Administration (NHTSA) worked in support of the CSP to host the summit. NHTSA Region 8 and CSP collaborated in the planning, logistics, and execution of the meeting.

*Colorado State Patrol Chief Matt Packard provides welcoming remarks.*



States represented by attendees at the Automated Vehicles and Law Enforcement Summit:

- California
- Colorado
- Idaho
- Kansas
- Maryland
- Mississippi
- Missouri
- Montana
- Nebraska
- New Mexico
- New York
- North Dakota
- Ohio
- South Dakota
- Texas
- Utah
- Washington
- Wyoming



**Left:** Speakers from Colorado, California, and the National Council of State Legislators present on partnerships and collaboration.

**Lower left:** Colorado State Patrol Deputy Chief Mark Savage and Ohio State Highway Patrol Lieutenant Colonel Kevin Teaford facilitate a session on future considerations for law enforcement executives.

**Below:** State law enforcement from California, Ohio, and New York discuss their experiences on state automated vehicle task forces and agency readiness activities.



In addition, they worked together to invite participants, secure speakers, develop the agenda and summit objectives, communicate with presenters and attendees, and facilitate the panels and discussion. The CSP managed registration, lodging, transportation, working lunches, and other tasks, while NHTSA coordinated the meeting space, event logistics, materials, on-site registration, and technical support. NHTSA staff in the Office of Vehicle Safety Research (OVSr) and Vehicle Research and Test Center (VRTC) provided invaluable assistance as well.

The summit was widely attended by state and local agencies. Nearly all registered participants attended, including representatives from 18 state law enforcement agencies and several members of the IACP's Highway Safety Committee. Attendees were treated with expert presentations and panels from the National Council of State Legislators, the American Association of Motor Vehicle Administrators

(AAMVA), the Federal Motor Carrier Safety Administration, the American Transportation Research Institute, NHTSA, and the Commercial Vehicle Safety Alliance. Several state law enforcement and regulatory organizations, including those from Colorado, California, Ohio, and New York, also shared their experiences with autonomous vehicle testing within their states. Equipment providers representing Waymo and Pronto (automated vehicle technology developers) provided information on their role in the emerging technology and how it works.

Topics of discussion included

- national guidance from AAMVA and NHTSA;
- state governance best practices of autonomous technology;
- state law enforcement considerations;
- the unique considerations of driver-assist and autonomous technologies and commercial vehicles;

- public policy and laws, political permission, and partnerships; and
- policy considerations for law enforcement executives.

Participant evaluations showed significant interest in making the summit a regularly occurring event to meet the growing need for further information and collaboration. Lessons learned from the event included a consensus among participants that change management for critical stakeholders in both the law enforcement community and the public must be considered. The conference also confirmed an opportunity for both law enforcement and technology developers to collaboratively establish an environment that balances innovation and safety, so our communities can fully realize the potentially life-saving benefits of the technology. Accordingly, it became clear that as automated vehicles and driver-assisted technologies come to dominate the roadway, the role of law enforcement—and the need for peer information exchanges—will only grow. ♡

# Comprehensive Suicide Prevention in Law Enforcement

## POLICE OFFICERS ARE CHARGED WITH THE ENORMOUS RESPONSIBILITY OF KEEPING THEIR COMMUNITIES SAFE.

For officers to perform their duties effectively, it is imperative that police chiefs prioritize personnel safety and well-being. This means addressing the increasing rate of suicide in the United States and preventing suicide among law enforcement.<sup>1</sup> As expressed by IACP President Steven Casstevens in his address to IACP members in Chicago, Illinois, last year, suicide among police officers is an issue that “we need to address head on, examine, treat, and reverse.”<sup>2</sup>

Any effort to prevent suicide among police officers must build upon the work that has been conducted to date. In 2014, the IACP produced its seminal report *Breaking the Silence*, urging police chiefs to address suicide risk directly and foster the mental health of the police officers under their command.<sup>3</sup> Science has also evolved, with researchers learning more about the causes of suicide and effective ways that suicide can be prevented. Moving forward, police chiefs and those responsible for ensuring police officers’ health and well-being must use science as their guide to *promote* the strategies agencies are using and that are effective, *tweak* those that are effective but might not be working as well as they could, and *halt* those that may cause harm.

Last year, with funding from the National Institute of Justice, a team from RAND published an article that summarized common approaches law enforcement agencies were using to prevent suicide and use science to identify strengths and weaknesses of current strategies.<sup>4</sup> The research team conducted qualitative interviews with representatives from 110 law enforcement agencies across the United States, including those from

small and large agencies, sheriffs’ offices and police departments, and agencies serving urban and rural communities.

Any institution—from workplaces to schools to correctional settings to law enforcement agencies—seeking to prevent suicide must take a comprehensive approach. Science suggests that there are five components that define what such an approach looks like.

### 1. RAISE AWARENESS

The first component of comprehensive suicide prevention is the need to raise awareness about suicide, the resources available to officers, and strategies for promoting self-care. Through interviews, the RAND researchers learned that most law enforcement agencies achieved these goals exclusively through trainings—new hire or in-service trainings or trainings that were part of health and wellness programming.

However, there are other ways police chiefs can achieve these goals. Agencies should proactively promote self-care by identifying and mitigating the conditions that contribute to poor health. For example, science is increasingly linking insomnia and other sleep disturbances with suicide. Relatedly, shift work and mandatory overtime, common in many law enforcement agencies, impact sleep quality.<sup>5</sup> One agency told the research team of its restorative sleep policy, which is similar to sleep policies recommended in military contexts and is an example of how an agency can promote healthy sleep habits and ensure that officers can practice these habits.<sup>6</sup> This is just one of many “upstream” efforts that may reduce suicide risk.

### 2. IDENTIFY PERSONS AT RISK

The second component of a comprehensive approach to suicide prevention

is to identify persons at high risk of suicide. Many law enforcement agencies have practices in place to identify such persons. Agencies use both informal strategies, such as peers or embedded chaplains, and formal strategies, such as computer algorithms that use evidence-based risk factors, to identify those at high risk. The controversy about these approaches centers on what occurs when officers are identified as high risk. Are they penalized (or do they *think* that they are being penalized) or helped in a nonpunitive way? This is especially important to consider because most identification strategies are not precise, meaning that they may result in “false positives.”

### 3. FACILITATE ACCESS TO CARE

The third component of a comprehensive approach to preventing suicide is to facilitate access to high-quality care. Many law enforcement agencies facilitate access to care using peer support: volunteer officers trained to identify those at risk and to encourage them to seek mental health care. Agencies generally like this approach because they believe it addresses the mental health care stigma. Unfortunately, researchers have been unable to find strong evidence that such peer programs actually have an effect on encouraging officers to seek care, though such programs can foster knowledge and awareness about the benefits of mental health care, nonetheless.<sup>7</sup> There are only a few evaluations of such programs, particularly in law enforcement settings, and evaluating such programs should be prioritized. In the meantime, the IACP provides guidelines for peer support programs that are useful references for agencies thinking of creating new programs, as well as for those agencies with established programs to ensure they are positioned for success.<sup>8</sup>



#### 4. PROVIDE MENTAL HEALTH CARE

Providing high-quality mental health care is the fourth component of a comprehensive approach to preventing suicide. Many agencies offer in-house counseling or contract with external mental health care providers. In both scenarios, police chiefs have a role in ensuring the providers they employ or contract with deliver quality care. High-quality care is evidence based, which means that providers use protocols that have demonstrated track records of success in treating conditions like depression and posttraumatic stress disorder (PTSD), as well as assessing and managing suicide risk. It also means that providers have specialized competencies in working with law enforcement personnel. Although no research has evaluated the quality of mental health care provided in law enforcement agencies, recent studies suggest that only 35 percent of community psychotherapists are trained to deliver evidence-based practices for depression or PTSD, suggesting significant room for improvement.<sup>9</sup>

There are other issues surrounding in-house counseling that police leaders must consider. In-house mental health professionals often have multiple relationships with officers: while some agencies have different therapists who offer counseling and conduct return-to-duty investigations, many organizations do not establish such boundaries, and individual therapists perform both duties.<sup>10</sup> Performing both duties may be perceived by officers as being a conflict of interest and, thus, be a barrier for an officer seeking care.

Most agencies who participated in the study also conduct some type of debriefing with officers after critical incidents. The intention of these debriefings is to minimize the risk of developing PTSD, which is linked to suicide. Although grounded in logical theory, there is little evidence to support the effectiveness of this approach. More specifically, many agencies are still using single-session group-based procedures that are no longer recommended.<sup>11</sup> These practices should be halted until research shows that such approaches are beneficial. Moreover, the dearth of

evidence in this area speaks to the need for further scientific study.

#### 5. ADDRESS LETHAL MEANS

Finally, there is increasing evidence that managing the availability of, access to, and storage of lethal means is a critical component of any comprehensive suicide prevention strategy.<sup>12</sup> This means ensuring those in suicidal crisis do not have ready access to firearms, poisons, sharp objects, or the other means they might use to end their lives—at least until the crisis is resolved. For police officers, this often means addressing firearm safety. While most U.S. law enforcement agencies provide annual training on proper use and storage, most officers take their work-issued firearms home with them, and many own personal weapons. Ensuring that officers adopt firearm safety practices in their own homes and that in-house and contracted mental health care providers offer evidence-based lethal means counseling are critical for preventing suicide among law enforcement agencies.

#### CONCLUSION

Suicide claimed more than 47,000 U.S. lives in 2017—a 31 percent increase since 2001. This increase has been observed in all but one state and among men and women across all ages and races. Unfortunately, police officers are not immune. Police chiefs can be model leaders in their communities by addressing the risk of suicide among their officers, and they will be more effective in doing so if they use science to guide their efforts. Research suggests an approach with five components: (1) Raise awareness about suicide, the resources available to officers, and strategies for promoting self-care; (2) identify persons at high risk of suicide; (3) facilitate access to high-quality care; (4) provide high-quality mental health care; and (5) address the lethal means that can be used by a person in suicidal distress—for police, this often involves professional and personal firearm safety.

#### ACTION ITEMS FOR POLICE LEADERS

1. Conduct a formal or informal needs assessment of stressors faced by officers at work and identify whether policies or procedures could be

changed to reduce these sources of stress.

2. Ensure any policy or procedure the agency uses to identify officers at risk for suicide is not punitive and is not *perceived* as punitive.
3. For agencies seeking to establish or with already established peer support programs, review the IACP guidelines to ensure that the program adheres to the guidelines' core tenants.
4. Seek assurance that contracted or in-house mental health providers are using evidence-based strategies in the care they provide and when conducting critical incident debriefings.
5. Promote firearm safety practices for officers to use with the weapons they store in their own homes. ☐

#### NOTES:

<sup>1</sup>Holly Hedegaard, Sally C. Curtin, and Margaret Warner, *Suicide Mortality in the United States, 1999–2017*, NCHS Data Brief, no 330 (Hyattsville, MD: National Center for Health Statistics, 2018).

<sup>2</sup>Steven R. Casstevens, speech (IACP Annual Conference and Exposition, Chicago, IL, October 28, 2019).

<sup>3</sup>IACP, *IACP National Symposium on Law Enforcement Officer Suicide and Mental Health: Breaking the Silence on Law Enforcement Suicides* (Washington, DC: Office of Community Oriented Policing Services, 2014).

<sup>4</sup>Rajeev Ramchand et al., "Suicide Prevention in U.S. Law Enforcement Agencies: A National Survey of Current Practices," *Journal of Policy and Criminal Psychology* 34, no. 1 (2019): 55–66.

<sup>5</sup>Rebecca A. Bernert et al., "Sleep Disturbances as an Evidence-Based Suicide Risk Factor," *Current Psychiatry Reports* 17, no. 3 (2015): 554.

<sup>6</sup>Wendy M. Troxel et al., *Sleep in the Military: Promoting Healthy Sleep Among U.S. Servicemembers* (Santa Monica, CA: RAND Corporation, 2015).

<sup>7</sup>Rajeev Ramchand et al., "A Systematic Review of Peer-Supported Interventions for Health Promotion and Disease Prevention," *Preventive Medicine* 101 (August 2017): 156–170.

<sup>8</sup>*Peer Support Guidelines* (ratified, San Diego, CA: IACP Police Psychological Services Section, 2016).

<sup>9</sup>Terri Tanielian et al., *Ready to Serve: Community-Based Provider Capacity to Deliver Culturally Competent, Quality Mental Health Care to Veterans and Their Families* (Santa Monica, CA: RAND Corporation, 2014).

<sup>10</sup>Jeni L. McCutcheon, "Emerging Ethical Issues in Police and Public Safety Psychology: Reflections on Mandatory vs. Aspirational Ethics," in *Police Psychology and Its Growing Impact on Modern Law Enforcement*, eds. Cary L. Mitchell and Edrick H. Dorian (Hershey, PA: IGS Global, 2017), 314–334.

<sup>11</sup>Suzanna Rose et al., "Psychological Debriefing for Preventing Post Traumatic Stress Disorder (PTSD)," *Cochrane Database of Systematic Reviews* 2 (2002): CD000560.

<sup>12</sup>*The Relationship Between Firearm Availability and Suicide* (Gun Policy in America, RAND Corporation, 2018).

# Good Will from Canned Goods

**THERE ARE MANY DIFFERENT TYPES OF COLLEGES AND UNIVERSITIES THROUGHOUT THE WORLD. FROM LARGE AND SMALL FOUR-YEAR INSTITUTIONS TO COMMUNITY AND TRADE SCHOOLS, STUDENTS ATTEND NOT ONLY TO EARN A DEGREE BUT ALSO TO GARNER LIFE SKILLS ALONG THE WAY.**

While professors and instructors educate students on a variety of subjects, other university personnel also teach valuable skills the students can apply to future endeavors. For instance, to instill a volunteering mentality into its students, the administrators at the Bloomsburg University, Pennsylvania, Police Department hosted a food drive to assist those in the community.

Dubbed Food for Fines, the weeklong canned food drive allowed Bloomsburg University students to donate three cans to the police department and get an unpaid parking ticket dismissed in return. Donations were not valid substitutions for fees for boot removal or ADA and fire lane violations. The drive was a success, resulting in the dismissal of 320 parking tickets by the end of the week.

In order to obtain sustainable goods for those in need, officers had certain requirements for the items donated, and they were unable to accept items in glass jars or those that were damaged, missing a label, or expired. Participants had to donate three eligible items per ticket in order to qualify for ticket dismissal.

Partnering with the Bloomsburg Food Cupboard and the university's Hungry Huskies Initiative, the police department collected more than 1,000 cans of food during the drive. Although many of these donations came from students, university faculty and staff also donated food to be a part of the philanthropic effort.

The agency planned the drive for the week before Thanksgiving so that community members who frequented the Bloomsburg Food Cupboard could have a joyful and hearty meal for the



**Top:** Bloomsburg University Chief Leo Sokoloski **Bottom left:** Flyer advertising Food for Fines program **Bottom right:** Students donated cans of foods in exchange for parking ticket dismissal.

holiday. “Bloomsburg University Police Department wanted to promote good will with our students, faculty, and staff, knowing many students go to our local food cupboard to obtain food for the week,” said Director and Chief of Police Leo Sokoloski.

The Food for Fines concept was modeled after a similar community

policing initiative at the University of Colorado at Boulder. The idea came about once officers noticed libraries across the United States instituting a similar drive in where food donations were accepted in lieu of past due library book fines.

The police officers found that the largest challenge was making everyone

around campus aware of the project. However, they were able to spread awareness by promoting the initiative through television spots, social media posts, and the university's newspaper.

The marketing campaign appeared successful, as the police department received an outpouring of positive support from the university and the community. According to Chief Sokoloski, "The effort created a great deal of goodwill with persons who had parking tickets and could resolve the ticket by helping their fellow students and mankind."

Following the drive, Daniel Greenstein, the chancellor of Pennsylvania's State System of Higher Education, acknowledged the success of the community-police initiative and encouraged

Bloomsburg University's sister schools to replicate it.

Many people focus only on those who can provide the knowledge to earn a degree and forget to recognize the entire staff who help to keep the campus functioning and can have a positive influence on the college or university students. The Bloomsburg University Police Department has shown that university police departments can help students develop strong characters as they work toward their degrees. ♡



## RECOMMENDATIONS

The Bloomsburg University Police Department offers three key recommendations for other agencies looking to implement a similar type of program within their communities.

- Build positive relationships with local food banks.
- Look for ways to best market the initiative to students.
- Set guidelines for what will be accepted and what types of tickets or other fines are eligible for dismissal.

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# REDIRECT THE PATHWAY

# ING

## Using Multidisciplinary Threat Assessments to Prevent Targeted Violence

**BY**

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**ON THE EVENING OF MAY 23, 2014, IN THE CALIFORNIA CAMPUS COMMUNITY OF ISLA VISTA, A STUDENT WHO WAS SOCIALLY ISOLATED AND HAD LONG STOPPED ATTENDING CLASSES AT SANTA BARBARA CITY COLLEGE, KILLED SIX PEOPLE AND INJURED FOURTEEN OTHERS IN A RAMPAGE ATTACK USING KNIVES, FIREARMS, AND HIS VEHICLE.** He intended to kill as many young women as he could who belonged to one of the sororities at the University of California at Santa Barbara. His motive was to punish “hot girls” who symbolically had rejected him and the young men with whom they socialized. He fumed that he was still a virgin. The investigation in the aftermath confirmed the offender had planned this attack for over a year and had engaged in troubling communications and actions years earlier. In hindsight, many believe these warning signs could have been recognized by authorities and action taken to intervene and stop him at various points. Families of the victims, as well as the media, were quick to blame authorities for failing to identify the threat the attacker posed in the final, tactical stages of his detailed plan. Despite his secretiveness, the offender’s presence and trail on the Internet suggested a very troubled and angry young man, perhaps someone who was contemplating violence, especially since it was known that he harbored suicidal thoughts.

# THREAT ASSESSMENT INVOLVES LOOKING BEYOND THE ELEMENTS OF CRIMINAL STATUTES TO UNCOVER AND MANAGE BEHAVIORS OF CONCERN IN THE PRESENT IN AN EFFORT TO PREVENT FUTURE VIOLENCE.

Unfortunately, the circumstances of this tragedy are not unique. Time and again, a tale of woe and disgruntlement is revealed featuring someone, often socially marginalized and reacting to cumulative or sudden rejections or losses, who chooses violence as a last resort to force “respect” from others whom the individual hates, envies, or believes have caused him or her unbearable injustice. Studies by the FBI, U.S. Secret Service, and other groups have shown that these acts, referred to as *targeted violence*, are not the result of someone “snapping” impulsively. In approximately two-thirds of these active shooter events, perpetrators engaged in activities and troubling behaviors that could have been discernable to others, leaking their intentions to others on the majority of occasions. Therein lie the keys to prevention and, thus, the implications for law enforcement practices.

The public is now clearly aware of the increase in mass murders, however statistically rare they may be. A serious secondary effect of this awareness is the fear and disruption that occurs in schools, workplaces, houses of worship, and other venues when a concern about violence is brought forward, regardless of what the actual risk of harm may be.

Law enforcement is often the first public entity to receive reports of individuals who make threats of targeted violence or otherwise raise concern about harm to others. Public campaigns with messages such as “See something, say something,” prompt people to call 911 to report threats. But not all law enforcement agencies include officers trained in the practice of *threat assessment*—knowing how to screen and prioritize calls of concern for their level of potential risk and determine what response options should be entertained at any given point.

A strategy of behavioral threat assessment exists that law enforcement can utilize to identify and intervene with those who appear to be preparing for an act of targeted violence. But it is also important to understand what threat assessment is *not*. Threat assessment is not intended to take the place of officer safety or necessary measures to protect the public from imminent danger.

Nor is threat assessment the same as profiling, i.e., presuming to predict the behaviors of someone based on gender, color, sexual orientation, political persuasion, or religion. Nor is it an assessment to identify vulnerabilities in systems or facilities. Threat assessment involves looking beyond the elements of criminal statutes to uncover and manage behaviors of concern in the present in an effort to prevent future violence.

The management of those who exhibit concerning behaviors is referred to as a *protective investigation*. Behaviors of concern, communications, situational factors, stressors, and potential “triggering events,” as well as the stabilizing factors in the individual’s life, are all examined in the context of his or her current situation, including possible provocation from others. Threat assessment and case management strategies are flexible and proactive, minimize the occurrence of unintended consequences of law enforcement and other interventions, and are cost-effective.

## PATHWAY TO VIOLENCE

Researchers have identified a “pathway” toward targeted violence that usually begins with the perpetrator having a *grievance*—a persistent grudge, in a sense, consisting of four elements: loss, humiliation, anger, and blame. What matters is not how others assess the individual’s predicament or circumstances, but how he or she sees it. Dark, vengeful, or violent fantasies as a private mental exercise in reaction to emotional wounding are not uncommon. Rational individuals know the difference between fantasy and action and recognize that such actions would make matters worse. But individuals with little or no psychological resilience who feel hopeless and worthless may find such fantasies soothing and empowering. The critical turning point lies where the fantasies turn to conscious intent and become plans. Plans may be elaborate and nursed for months or even years, or they can be quite simple. Activities include selecting a target and determining how, when, and where the attack will be carried out. Planning an attack is a project; the necessary tools and materials will be acquired and rehearsal rituals undertaken, such as practicing at a firing range. Often

shooters try to secretly acquire more weapons and more powerful weapons—usually legally—and amass large amounts of ammunition, clearly out of context for any hobby-related pastime. As they go through these steps, shooters will typically engage in activities that diverge from their normal routines, and those different behaviors are often noticed by others. The offender will also often communicate his or her intent to attack, but not necessarily through a directly communicated threat to targets: this is called “leakage” and occurs in most cases. Social media, although presenting vast amounts of information that may just be venting or provocative talk, will reveal clues and changing patterns to the experienced cyber investigator.

Suicide is often the final act in the script. In most cases, it is usually about ending pain. But in the case of many male shooters, who comprise the vast majority of mass murderers, the choice of suicide alone is an insufficient and “weak” response. The boy or man who chooses violence is often seeking a status-enhancing, masculinity-restoring departure. It is also an act of defiance: he has committed a horrible crime but cannot be touched. To him it is worth the price of his life. These are the pre-incident thinking patterns—the personal rationales for violence—that inquisitive threat assessors are looking for in order to prevent violence.

## AGGRESSIVE CARETAKING

Threat assessment relies on information and collaboration. However, valuable data are often siloed by the various involved parties such as schools, mental health professionals, the courts, other agencies, and friends and family members of the individual of concern. A challenge for law enforcement is to seek out risk-related information from other entities and to work with them in an effort to connect the dots to determine if a threat of harm exists or not, even if no crime has yet been committed. These collaborations and partnerships are known as multidisciplinary behavioral threat assessments. The FBI, U.S. Secret Service, U.S. Capitol Police, and other entities have identified this approach as a best practice to identify and manage persons of concern, and the strategy is supported by over four decades of case experience and continued studies and research.

In its typical, everyday context, law enforcement is usually considering whether a criminal act has been committed in incidents that have already occurred. Investigations are based on the elements listed in the criminal code, and appropriate actions taken based on those facts. But law enforcement in almost all jurisdictions has also long been expected to identify those who pose a “danger to others and/or to themselves,” take them into custody, and transport them to mental health facilities for evaluations. These are acts of threat assessment under a different name. In many such situations, however, officers are limited in their ability to articulate that specific persons of concern are imminent dangers to themselves or others. The contemporary practice of

threat assessment presses the boundaries of inquiries to assess lethality, using certain interview strategies and plenty of patience to understand the individual of concern and how close he or she may be to the edge. This “aggressive caretaking” can lead to more positive outcomes. Input and assistance from professionals in other disciplines when appropriate and weighing the pros and cons of actions can be vital in the prevention of targeted violence.

One related development is that many law enforcement agencies have adjusted their response to possible suicidal subjects who do not pose an imminent threat to others. Where past practices have sometimes been to respond in a tactical manner, many responders are now backing away to de-escalate the situation rather than cause further aggravation and the risk of a deadly confrontation with the subject. Response in partnership with mental health resources then follows. The medical phrase “First, we do no harm” is pertinent to law enforcement and to threat assessment.

A case example of aggressive caretaking occurred in a matter involving a male subject who lived in a small community. He was making threats to travel a considerable distance and shoot people at a business that was withholding money owed to him. His vehicle had been repossessed, and his home was being foreclosed on due to nonpayment. He articulated that he was in crisis because he could not work due to an injury, was suffering from substantial financial issues as a result, and faced the impending loss of his home. He had very little social support in his rural community, he was desperate, and he had recently acquired a firearm. He was ready to face the consequences of killing people at the business if he didn’t get his money, as he saw himself as having nothing left to lose. The investigating officer’s initial thoughts as the best way to resolve this issue was to have the local law enforcement agency in the subject’s community arrest him on a minor misdemeanor charge for making the phone threats, then have an elaborate system set up to transport him to the local area jail. However, the supervisor on duty recognized this as a threat assessment and management situation and conferred with threat assessment personnel. An arrest on the misdemeanor charge would not lead to the subject being held in custody in the local jail. It

**For an essential monograph on threat assessment and management, visit [www.fbi.gov](http://www.fbi.gov) and download a copy of *Making Prevention a Reality* at [www.fbi.gov/file-repository/making-prevention-a-reality.pdf/view](http://www.fbi.gov/file-repository/making-prevention-a-reality.pdf/view).**

would provide him free transportation to the community where his target was located and complicate his legal and financial issues, thus adding to his stress. As a result of the consultation with threat assessment officers, local law enforcement was contacted in the area where the subject lived and found that the subject did not have a history of violence and local officers had positive interactions with him in the past. Instead of requesting that they simply arrest him, the local agency was asked to arrange for an officer who was familiar with the subject to meet with and engage him in a non-confrontational manner while not compromising officer safety. The officer explained to the subject the possible ramifications of his threatening phone calls and was able to de-escalate him, talking about appropriate pro-social options for getting his money. The business acknowledged that they owed him the money, but they had not paid the subject because he was abrasive and had been making vaguely threatening comments to them. The local officer maintained regular contact with the subject as arrangements were made for him to be paid the money owed to him. Mental health professionals then joined the situation, referring the subject to community resources for further assistance.

distress and local law enforcement officers. While this was a simple case, it is a perfect example of how law enforcement recognized various risk factors and developed potential solutions that were subject oriented. Threat assessment officers assessed the individual and situational factors, avoided overreacting, engaged the subject of concern, partnered with community resources, and intervened before additional stressors and setbacks only made matters worse for the subject or increased the potential for violence.

## MULTIDISCIPLINARY THREAT ASSESSMENT PARTNERSHIPS

Community-based multidisciplinary threat assessment teams are becoming more common. They are not legal entities; instead, they are understood to be “agreements to collaborate.” The focus of these teams is the assessment of threatening situations and the coordination of actions and interventions to address threat assessment issues before a violent crime is committed. All active members should be trained in threat assessment with regular meetings, processes, and protocols to which every member adheres. These are the considerations to address when establishing a departmental team: partnerships, internal staffing, training, and the process for responding to threat scenarios.

Although membership will vary, a primary requirement is that law enforcement establish partnerships with a number of other community-based resources, including but not limited to mental health agencies and professionals, advocacy services, parole and probation departments, school officials, veterans’ affairs, and district attorney offices. Guidelines can be developed for legally sharing information, allowing each discipline to benefit from the perspectives and resources offered by the others.

For instance, mental health professionals can help to correct certain misconceptions about the relationship of mental illness to violence. Especially if trained in the specialty of threat assessment, they can provide knowledge on what symptoms of mental disorders could contribute to violence risk in specific cases and whether particular treatments would help to mitigate risk or not, as well as assist with access to resources.

Law enforcement agencies are often understaffed and concerned that they lack the personnel to create an entirely new unit within their department. However, many agencies are practicing behavioral threat assessment with existing resources and personnel without a need to create a new unit. By training a cadre of personnel in behavioral threat assessment, those personnel can be used as threat assessment resources to assist in screening and investigating threat assessment cases, and threat assessments can often be completed as a collateral duty. This requires funding to train personnel in threat assessment—but does not require the reassignment of personnel. This training should be



**LAW ENFORCEMENT  
CAN NO LONGER WAIT  
FOR A CRIME TO BE  
COMMITTED, ARREST  
ITS WAY TO PREVENTION,  
OR SIMPLY OFFER  
WARNINGS.**

The officer also continued to have clear conversations with the subject that he had not been helping himself by making threats and that his actions could have resulted in even further problems for him. When the subject received his payment, he was grateful to the officer for assisting him, further enhancing the officer’s rapport with the subject and the subject’s respect for the officer. Time and expense were saved in this case by not arresting and transporting the subject. More importantly, a potentially dangerous escalation was avoided, and a positive relationship was created between a subject in

done by qualified threat assessment professionals with “boots on the ground” experience in working threat assessment cases. It will also require the commitment to make sure personnel continue with updated training in threat assessment and membership in groups like the Association of Threat Assessment Professionals (ATAP) to facilitate that training, collaboration, and networking.

Many agencies already have or are in the process of forming CITs (crisis intervention teams) where law enforcement partners closely with mental health practitioners to work with those in the community with mental health concerns. For instance, Salem, Oregon, has an active CIT program where mental health professionals work on patrol shifts with trained officers in responding to what appear to be mental health-related calls for service. These teams also make follow-up contacts and continue to work with those people of concern in the community. This approach is a natural match for threat assessment. CIT personnel are trained in the recognition of risk factors, behaviors of concern, communications, and pathway behavior and how to apply the threat assessment process when they encounter situations of concern in their daily activities. The partnership of threat assessment and CIT has also provided added management options and resources, as CIT already has relationships with some of those persons of concern and can continue to engage and assist in monitoring them.

Behavioral threat assessment training for law enforcement personnel should give them the knowledge and skills to obtain the proper information and screen and prioritize reports of concern for targeted violence potential. Trainees need to grasp that protective investigations are proactive; flexible; and carefully coordinated, implemented, and monitored. They also usually engage the subject. Threat assessment requires a different thought process than traditional law enforcement investigations, as it looks beyond whether or not the person violated the law. Behavioral threat assessment is strategic prevention rather than tactical reaction. While it requires specific training, the prevention of serious targeted violence can potentially save costs for agencies when compared to the costs associated with the response to acts of violence.

Law enforcement agencies must also create an internal process for receiving, triaging, and investigating threat assessment cases. A common problem is the lack of a “central funnel of information.” Incidents and reports of concern get routed to different places and end up becoming lost in the shuffle. Reports may be received as a mental health concern, a concern of self-harm, a suspicious activity report, or a domestic disturbance. Important information can easily fall into the “black hole” of police reports. Creating a central funnel of information to ensure that personnel with threat assessment training and experience are the ones receiving those reports is vital. Too many cases get missed because they are evaluated by those who do not have

#### IACP RESOURCES

- “IACP Announces Targeted Violence Task Force” (blog post)
- Active Shooter Model Policy

#### theIACP.org

- “A Paradigm Shift for First Responders” (article)

#### policechiefmagazine.org

threat assessment training and experience. It is better to be redundant in this area and have properly trained personnel receive more reports than fewer. The threshold for case referrals should be set very low, as information may be obtained in pieces. A single behavior might not be of substantial concern, but when placed in context with other troubling behavior coming from other sources, the situation may change considerably. It is much better to triage cases and eliminate those that are not of concern than to miss the ones that should be addressed, potentially resulting in a tragic event.

The majority of threat assessment cases that a law enforcement agency receives will come from frontline personnel such as patrol officers, dispatch call takers, telephone reporting officers, and domestic violence teams. The entire department staff, therefore, should receive at least minimum awareness training on threat assessment and how to access the protocol. The training need not be in-depth. It can be presented via in-service training, internal bulletins, or training advisories. Training can typically be accomplished in a short amount of time, covering the basics of targeted violence risk factors and dynamics, dos and don'ts, and the need to gather more information beyond the standard police report when concerning indicators are present.

## CONCLUSION

In summary, communities are looking to law enforcement as the first line for addressing violence, including mass murder as well as domestic violence, stalking, and workplace violence. Community-based multidisciplinary threat assessment requires law enforcement to look beyond criminal statutes, work with other disciplines to gather information and perspectives, and develop different strategies to prevent violent acts from occurring. Law enforcement can no longer wait for a crime to be committed, arrest or hospitalize its way to prevention, or simply offer warnings or admonishments to those who make threats. The proactive strategies of protective investigations and aggressive caretaking exist to disrupt the pathway to targeted violence so that a tactical response after the first shot is fired will not be necessary. ♡



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2. Applications must be received at IACP headquarters by 5 p.m. ET **June 30, 2020**.
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**BY**  
Arna Carlock, PhD, Social Science Research  
Specialist, National Threat Assessment Center, U.S.  
Secret Service

# PROTECTING SCHOOLS, PREVENTING TRAGEDIES

## A U.S. Secret Service Analysis of Targeted School Violence

**FEBRUARY 14, 2020, MARKED TWO YEARS SINCE 17 STUDENTS AND STAFF WERE KILLED AND 17 MORE WERE INJURED AT MARJORY STONEMAN DOUGLAS HIGH SCHOOL IN PARKLAND, FLORIDA.** This tragedy and others like it have driven schools and public safety professionals to develop strategies to prevent future attacks. Law enforcement agencies have an important role to play in preventing such tragedies, as part of a multidisciplinary school threat assessment process.

This process, which involves a collaborative effort between school personnel, law enforcement, and mental health professionals, is designed to identify, assess, and manage students who have displayed threatening or concerning behavior at school or in the community. While it may be required in certain situations, the primary goal of a threat assessment is *not* to discipline or arrest a student. Much more often, the goal is to provide students who are in distress or experiencing a crisis with the appropriate resources and care.

For the past 20 years, the U.S. Secret Service National Threat Assessment Center (NTAC) has aided prevention by conducting research and providing

training and consultation on threat assessment and the prevention of targeted violence in various contexts, including schools. In July 2018, NTAC released *Enhancing School Safety Using a Threat Assessment Model: An Operational Guide for Preventing Targeted School Violence*. The guide outlines eight steps schools can take to develop threat assessment protocols intended to identify, assess, and manage students who display threatening or concerning behavior.

More recently, the NTAC released a new research study that represents the most comprehensive analysis of targeted school violence ever produced by the U.S. government. Released in November 2019, *Protecting America's Schools: A U.S. Secret Service Analysis of Targeted School Violence* analyzed 41 attacks from 2008 to 2017 in which a current or recently former K–12 student used a weapon to cause physical harm

to at least one other student or a school employee at the school, having targeted one or more students or school employees in advance, and in which the attack was unrelated to other crimes (e.g., drug-related violence).

*Protecting America's Schools* revealed that proactive threat assessment protocols may help prevent the type of tragedies that have impacted schools over the past 10 years, most notably by identifying and documenting concerning behaviors and other warning signs that are often present prior to an attack.

Law enforcement can play a vital role in the school threat assessment process, even in cases where no criminal activity has been detected and no direct threat has been made. By working closely with schools, families, and resources in the community, such as mental health providers, law enforcement can help to identify students who are in need of intervention and support those students in accessing the services they need to mitigate the risk of harm to themselves or others.

## OVERVIEW OF U.S. SCHOOL ATTACKS FROM 2008 TO 2017

The 41 school attacks analyzed in the NTAC study included at least one attack in every year of the study period, showing no pattern of increasing or decreasing in the years from 2008 to 2017. Attacks happened in every month except July and every day of the week but Sunday. The majority of the incidents took place in the morning, with one-quarter occurring before school and half taking place during morning class hours. A third of the attacks were carried out outside of classroom hours, indicating that schools and law enforcement should prepare for the possibility of violence before and after school, during lunch, and at other times when students are not in class. For example, 1 of the 41 attacks occurred during a Saturday prom.

Many attacks occurred soon after the attacker returned from a break in attendance. For example, attacks

took place with greater frequency in the weeks following the summer and winter breaks. In addition, 17 incidents occurred within the attacker's first week back to school following other breaks in attendance, such as absences due to truancy, illness, or suspension. Several attacks took place on the first day after a scheduled school holiday, including three that occurred on the first day of school following the summer, fall, and winter holidays.

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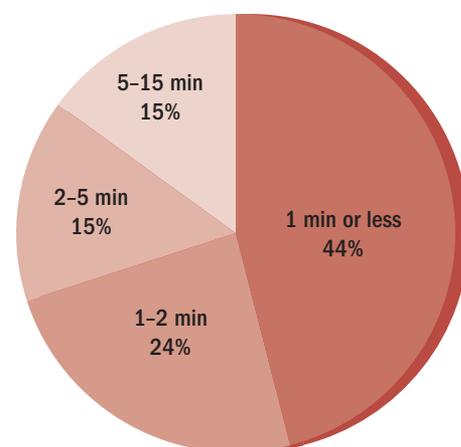
### CASE EXAMPLE

*A 15-year-old student shot and wounded a peer in the cafeteria on the first day of school. He had spent the last week of his summer break planning the attack. Four hours before the shooting, he shared a message on social media: "First day of school, last day of my life."*

Nearly half of the attacks were over within one minute. As seen in targeted school attacks and other acts of targeted violence, many victims may be harmed or killed before law enforcement even has the opportunity to respond. The short duration of the attacks highlights the importance of preventing these tragedies before they occur.

**“The short duration of the attacks highlights the importance of preventing these tragedies before they occur.”**

FIGURE 1. DURATION OF ATTACKS



Percentages do not total 100 due to rounding.



In nearly a third of the attacks, the school resource officer (SRO) or security officer arrived at the attack site within a minute. In a third of the incidents, outside law enforcement arrived on scene within five minutes of the attack's start.

whom survived. More than half of the incidents resulted in a single victim, and in just over one-fifth of the attacks, two victims were harmed. The remaining quarter meet the U.S. Secret Service's definition of a mass attack, in which three or more persons are harmed or killed, not including the attacker.

Almost one-quarter of the attackers died in the incident, either from suicide or by the law enforcement response. The remaining attackers all faced legal charges, with over half charged as adults.

**TABLE 1. LAW ENFORCEMENT RESPONSE**

	School Officer Response Time	Outside LE Response Time
1 min or less	12 (29%)	1 (2%)
>1 to 5 min	3 (7%)	13 (32%)
>5 to 10 min	2 (5%)	11 (27%)
>10 to 15 min	—	4 (10%)
>15 min	—	3 (7%)
Not applicable	21 (51%)*	—
Not found	3 (7%)	9 (22%)

\*Includes schools without officers assigned, instances when assigned officers were off duty, or cases in which SROs were targeted.

Percentages may not total 100 due to rounding.

## KEY FINDINGS AND IMPLICATIONS FOR PUBLIC SAFETY PROFESSIONALS

The following key findings are summarized from the U.S. Secret Service's *Protecting America's Schools* report. This information is intended to inform multidisciplinary school threat assessment efforts, which should involve school personnel, law enforcement, mental health professionals, and other public safety professionals working together to prevent school violence.

### 1. There is no accurate or useful profile of a student attacker or type of school that is targeted.

Attackers had a variety of backgrounds and characteristics. Most attackers were male, but seven were female. Nearly two-thirds were white, according to police reports. The average age of attackers was 15, with ages ranging from 12 to 18. Four attackers were former students of the schools they attacked; those who were students at the time of the attack ranged in grade from 7th to 12th. Given the varied characteristics of the attackers, it is important that law enforcement not focus on a specific profile or type of student when working to prevent violence. Instead, public safety professionals should focus on the observable behaviors and circumstances of individuals who cause concern, then develop strategies to manage and mitigate any potential risk of harm that may be present.

Six of the attackers were stopped by law enforcement. In all six of these cases, law enforcement was already on scene when the attack was initiated. Five of those officers were SROs, and the other was a local police officer who was on school property conducting drug sweeps. None of the attacks were ended by outside law enforcement responding to the scene from off-campus.

Half of the attacks ended without intervention, when the attacker committed suicide, left the scene, surrendered, or otherwise stopped the attack. The intervention of non-law enforcement school staff (e.g., teachers, administrators) ended nearly a quarter of attacks. Other attacks were stopped by student bystander interventions or weapon malfunctions.

The 41 attacks caused harm to a total of 98 victims, including 19 killed and 79 injured. A single stabbing attack accounted for 20 of the victims, all of



Just as there is no profile of an attacker, there is not a profile of the type of schools that have been targeted. About three-quarters of the attacks occurred in high schools, defined here as schools that reach 12th grade. Nearly one-quarter of the attacks were carried out at middle schools. More than half of the attacks occurred within schools that enroll fewer than 1,000 students.

Most of the attacked schools had implemented at least one physical security measure, including lockdown procedures and surveillance cameras. Two-thirds of the schools had full- or part-time SROs at the time of the attacks. Private security staff—typically unarmed—were employed by six of the schools.

## 2. Attackers usually had multiple motives, the most common involving a grievance with peers.

The majority of the attackers had multiple motivations behind their attacks. Almost two-thirds of the attackers were motivated, at least in part, by grievances against peers. In nearly half of the cases, the grievance was related to bullying. Other common motives among the attackers were suicide and a desire to kill, which both motivated at least a third of attackers.

**TABLE 2. ATTACKERS' MOTIVES**

Components to Motive	<i>n</i>	Percentage
Grievances	34	83%
Suicidal	17	41%
Desire to Kill	15	37%
Fame/Notoriety	4	10%
Psychotic Symptoms	5	12%
Unknown	2	5%

Motive often determines an attacker's selection of targets. For instance, an attacker motivated by a grievance against a specific individual will often target that person. In almost three-quarters of the school attacks, the attackers targeted specific persons. In more than half of the attacks, a specifically targeted individual was harmed.

In addition to its impact on target selection, motive can also influence the way in which an attacker carries out his or her plans. For example, one school attacker who was driven by suicidal ideations intended to commit suicide by cop. To accomplish this plan, he stabbed his SRO seven times with a bayonet. The officer struggled with the attacker and was ultimately forced to kill the student in self-defense.

## 3. Most school attackers used firearms, which they often acquired from the home.

Most of the attacks involved firearms, including handguns, rifles, and shotguns, with two attackers using multiple firearms in a single attack. The remaining attackers used bladed weapons, including folding knives, kitchen knives, and hunting knives; one used an antique bayonet. Though the majority of attacks were nonfatal regardless of weapon used, the attacks involving guns were significantly more likely to be fatal than knife attacks: 12 of 25 firearm attacks were fatal, compared with 2 of 16 bladed attacks.

Most of the attackers who used firearms acquired the weapons from a family member's home. In at least half of those cases, the gun was either readily accessible or not well-secured. In four cases, the guns were securely stored, but the attacker still gained access—they knew the location of the key, or they knew or guessed the lock's combination. Law enforcement, with knowledge of the applicable laws and tools available, are in the best position to assist schools in restricting a student's access to weapons in those instances when students are perceived as posing a risk of harm to themselves or others.



## 4. Most attackers had a history of psychological, behavioral, or developmental symptoms. However, most individuals with such symptoms are not violent.

Nationally, nearly 20 percent of children receive a diagnosis of a mental health or behavioral disorder. The rate of diagnosis in this sample of school attackers is double the national prevalence rate, with 40 percent of attackers having received a diagnosis before the attack. Over 90 percent of attackers displayed one or more psychological symptoms (e.g., suicidal thoughts, depression); behavioral symptoms (e.g., defiance toward authority, poor impulse control); or developmental symptoms (e.g., cognitive deficits, developmental delays). About half of the attackers exhibited symptoms in more than one of these categories. It is important to note that the vast majority of individuals displaying the mental health symptoms identified in this study do not engage in violence. The mental health symptoms displayed by the attackers should not be viewed as causal explanations for the attacks. Additionally, these symptoms may be caused by situational factors, such as stressors that a student may be experiencing, instead of a diagnosable disorder.

Half of the attackers had received some kind of mental health treatment before the attack, either in school, the community, or both. This indicates that mental health evaluation and treatment should not be considered a replacement for a threat assessment, though they should be a component. Mental health evaluations typically do not include all factors relevant in a threat assessment, such as reviews of social media accounts and police records. A multidisciplinary threat assessment team should include mental health professionals as well as representatives from the school and law enforcement.

### 5. Half of the attackers had interests in violent topics, such as the Columbine shooting or Hitler.

About half of the attackers had an interest in violence or weapons that was concerning or unusual. Two particularly troubling interests that were observed among the attackers included an interest in the attack at Columbine High School, as evidenced by speaking or writing about Columbine, researching the tactics used in the shooting, and consuming the media enjoyed by the Columbine attackers, and an interest in Hitler or Nazism, demonstrated by expressing admiration of Hitler, using Nazi symbols, and collecting Nazi propaganda and Hitler speeches.

...

### CASE EXAMPLE

*A 12-year-old student fatally shot a teacher and wounded two peers at his middle school before committing suicide. In the months before his attack, he searched using the following terms online: bullying, top 10 evil children, Super Columbine Massacre Role Playing Game, guns, revenge, murder, school shooting, killer, hate, and what if Nazis won WW2. He also owned 47 shooter video games and had images of the Columbine attackers saved on his phone.*

### 6. Every attacker had experienced social stressors such as romantic breakups and bullying.

Every attacker had experienced stressors. For more than half of the attackers, the most recent stressor experienced was social in nature, such as the end of a romantic relationship or bullying by peers, which often took place within the week prior to the attack. Figure 2 shows the types of stressors attackers faced. On average, attackers felt five of these different kinds of stressors, ranging from a minimum of two to the maximum of eight.

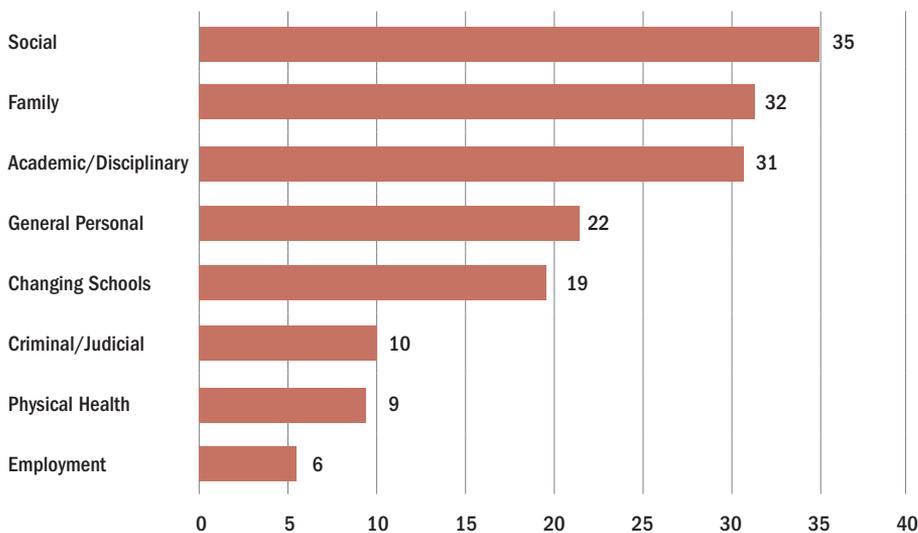
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### CASE EXAMPLE

*A 16-year-old student injured a classmate in the high school cafeteria with a knife. He later said he had experienced verbal and physical bullying throughout adolescence. In the weeks prior to the attack, the victim of the stabbing began to date the attacker's ex-girlfriend, which angered the attacker.*



**FIGURE 2. TYPES OF STRESSORS EXPERIENCED BY ATTACKERS**



Six of the attackers for whom there was little information available were removed from the analysis of behavioral histories, including stressors.

**TABLE 3. NEGATIVE HOME LIFE FACTORS**

Home Life Factors	n	Percentage
Parents separated/divorced	25	71%
Family financial difficulty	24	69%
Parent(s) or sibling(s) arrested/incarcerated	29	54%
Parent(s) or sibling(s) substance abuse	16	46%
Family discord (including domestic violence/abuse)	14	40%
Family mental health	8	23%
Abuse/neglect suffered by the attacker	8	23%
Non-parental custody/care	4	11%

7. Nearly all attackers had experienced negative home life factors such as domestic violence and parental substance use.

Nearly all attackers experienced one or more of the negative home life factors listed in Table 3. Attackers had between one and six of these factors each, with an average of three. Because stressors like these might not be visible to those at school, it is important that the threat assessment team work closely with law enforcement and social service providers who would have information about these events.

...

#### CASE EXAMPLE

*A 17-year-old student fatally shot three classmates and wounded three others at his former high school. The attacker came from a troubled home with both parents involved in multiple relationships and divorces. According to public records, both parents had histories of criminal charges and substance abuse. Domestic violence was common in the home, and the parents' behavior resulted in the attacker being raised by his grandparents.*

8. Most attackers had been bullied by their peers.

Most of the attackers had been bullied by peers, with more than half of the attackers experiencing a pattern of bullying that persisted for weeks or even years. Conversely, over one-third of attackers had bullied other students verbally, physically, or online. Of the attackers who were bullies, nearly all had also been on the receiving end of bullying behaviors. In this study, there were 10 cases in which peers knew that an attacker was being bullied, but school staff were unaware. Schools and communities should encourage students to report bullying that they witness or experience, and schools and communities should intervene to stop bullying as soon as it is reported. SROs

**“Most of the attackers had been bullied by peers, with more than half of the attackers experiencing a pattern of bullying that persisted for weeks or even years. Conversely, over one-third of attackers had bullied other students verbally, physically, or online.”**

**Enhancing  
School Safety  
Using a Threat  
Assessment Model:  
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Guide for  
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School Violence  
is available for  
download at  
SecretService.gov.**

would be in a good position to observe bullying in schools and to develop positive relationships with students, through which they can encourage students to report bullying or other concerns.

...

#### CASE EXAMPLE

*A 13-year-old student stabbed and injured a classmate at their middle school. The victim and her friends had called the attacker “ugly,” pushed her in the hall, spread rumors, and subjected her to threatening messages online and by phone.*

## 9. Most attackers had a history of disciplinary actions taken by the school, and many had prior law enforcement contact.

Nearly three-quarters of school attackers had been subject to a disciplinary action at school within the five years leading up to the attack. Attackers were disciplined for a wide range of behaviors, including truancy, classroom conduct, and fighting and other violent behavior. Disciplinary actions applied in response to these behaviors included detention, suspension, expulsion, removal from a school team, and a variety of other formal and informal sanctions.

Nearly a third of attackers had faced charges or been arrested prior to carrying out the attack; their offenses included violent and nonviolent crimes. A similar number of attackers had interactions with law enforcement that did not result in legal actions. Some of these interactions, such as police visits to the home for issues regarding an attacker's family member, were unrelated to concerning behavior on the part of the attackers. Every interaction law enforcement has with an adolescent in distress is an opportunity to provide an intervention or support that can help stop concerning behaviors and prevent the risk of harm, both to the troubled youths and those around them.

## 10. Every attacker exhibited concerning behaviors. Most attackers elicited concern from others, and most communicated their intent to carry out an attack.

Every attacker demonstrated concerning behaviors before carrying out the attack, ranging in seriousness from out-of-character statements to bringing weapons to school. Most of the attackers exhibited concerning behavior that caused others to fear for the safety of the attacker or those around them. The majority of attackers engaged in

**FIGURE 3.** CREATING A TARGETED VIOLENCE PREVENTION PLAN

In 2018, the Secret Service National Threat Assessment Center published a guide for schools, titled ***Enhancing School Safety Using a Threat Assessment Model: An Operational Guide for Preventing Targeted School Violence***.

The eight actionable steps schools can take to implement a comprehensive targeted violence prevention plan are outlined below.

Refer to the full guide, which is available on the Secret Service website, for additional information on each step.

1. Establish a multidisciplinary threat assessment team.
2. Define concerning behaviors.
3. Establish and provide training on a central reporting system.
4. Determine the threshold for law enforcement intervention.
5. Establish threat assessment procedures.
6. Develop risk management options.
7. Create and promote a safe school climate.
8. Provide training for all stakeholders.

objectively concerning or prohibited behaviors, such as suicidal statements, violent behaviors, and threats of harm. Two-thirds of attackers demonstrated at least one prohibited behavior that was observed by others but was not reported. This underlines the importance of schools and communities creating environments that encourage people to come forward when they have concerns about an individual's behavior.

The concerning behaviors attackers displayed shared many common themes, including threatening statements, escalating anger or rage, interest in weapons and violence, and changes

in behavior. Concerning behaviors had been displayed for at least a year prior to the attack in 14 of the cases. About three-quarters of the attackers had exhibited concerning behaviors within two days prior to the attack. Similarly, over half of attackers threatened their targets or communicated their intent to attack within the two days leading up to the incident, and over a third did so within an hour of beginning the attack, driving home the importance of a swift response by schools and public safety professionals when a student makes a threat.

## CONCLUSION

The findings from *Protecting America's Schools: A U.S. Secret Service Analysis of Targeted School Violence* indicate that these types of tragedies are preventable. The U.S. Secret Service recommends schools implement multidisciplinary threat assessment teams, with the support and involvement of law enforcement when appropriate. Threat assessments empower schools, law enforcement, and communities to work together proactively to prevent violence and other negative outcomes. This process should employ a low threshold of concern for behaviors that warrant an assessment and intervention. A student may pose a risk of harm to self or others even if no laws have been broken and no threats have been made. Law enforcement may be able to assist in providing interventions or supports before a student's behavior escalates to violence or criminal behavior. ♡

### IACP RESOURCES

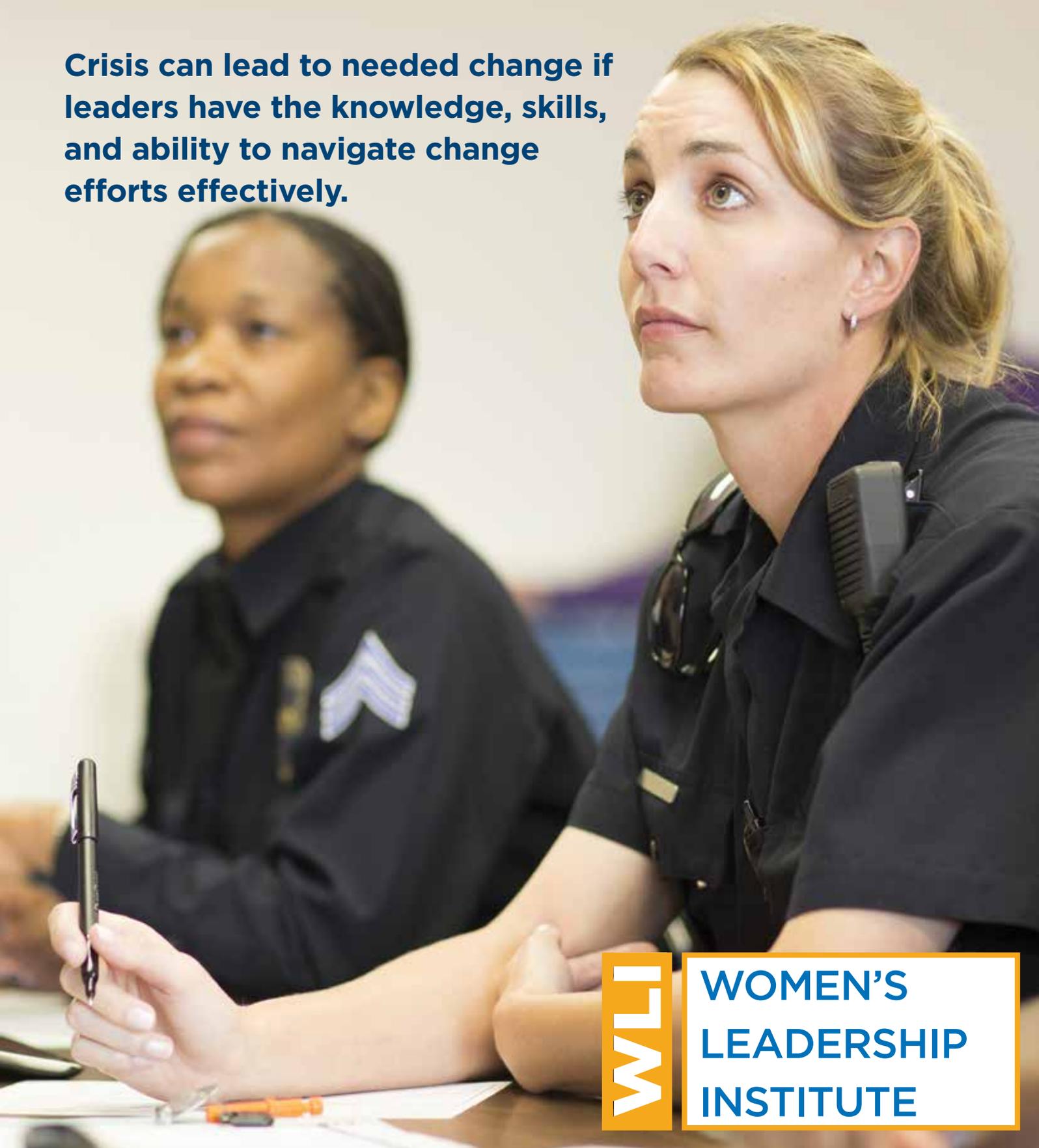
- Threat Assessment Strategies for Schools & Higher Education (webinar)
- *Developing an Anti-Bullying Program: Increasing Safety, Reducing Violence*

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- "Targeted Violence in Schools" (article)

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**Crisis can lead to needed change if leaders have the knowledge, skills, and ability to navigate change efforts effectively.**



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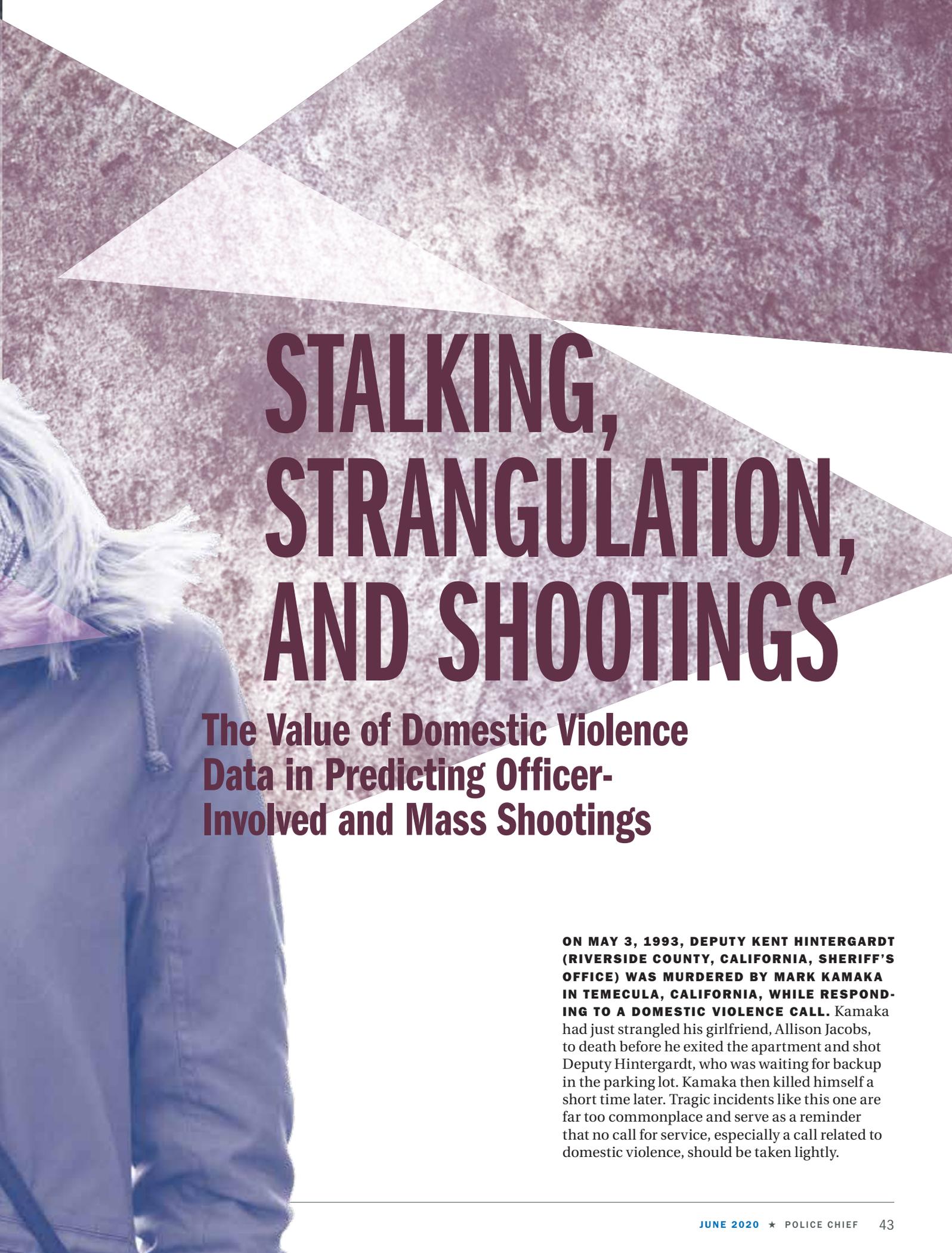
**FOR MORE INFORMATION:**

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



**BY**  
Scot DuFour, Patrol Officer Specialist,  
Aurora Police Department, Colorado

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# STALKING, STRANGULATION, AND SHOOTINGS

## The Value of Domestic Violence Data in Predicting Officer- Involved and Mass Shootings

**ON MAY 3, 1993, DEPUTY KENT HINTERGARDT (RIVERSIDE COUNTY, CALIFORNIA, SHERIFF'S OFFICE) WAS MURDERED BY MARK KAMAKA IN TEMECULA, CALIFORNIA, WHILE RESPONDING TO A DOMESTIC VIOLENCE CALL.** Kamaka had just strangled his girlfriend, Allison Jacobs, to death before he exited the apartment and shot Deputy Hintergardt, who was waiting for backup in the parking lot. Kamaka then killed himself a short time later. Tragic incidents like this one are far too commonplace and serve as a reminder that no call for service, especially a call related to domestic violence, should be taken lightly.



Officer safety is a pillar of police training for every reputable academy and field training program. Training programs evolve as new threats emerge, so an increase in training hours on active shooter response and mass killings is inevitable in today's law enforcement environment. As more data are compiled, evaluating trends in mass killings is becoming easier, and a definite correlation has been established between officer-involved shootings, mass killings, and domestic violence. Domestic violence acts such as stalking and strangulation have been shown to be a reliable method of predicting which individuals have the propensity to carry out a mass casualty attack or engage in a gunfight with police. The specific role that stalking and strangulation play in predicting future violence of this kind are of paramount importance for those who develop police training, police administrators, agencies striving for intelligence-led policing, and those called to investigate cases of domestic violence.

## TARGETED VIOLENCE

The phrase "targeted violence" is primarily associated with active shooters. Attackers who specifically target a church, mosque, school, police station, or a family planning location all seem to have an obvious motive of overt hate for that group or location. These very tragic and notable events have earned a monopoly on the phrase "targeted violence," while violence

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against women, often in the form of domestic violence, is sometimes dismissed as just another crime to which officers must respond countless times each day. Domestic violence against women is easily the most ubiquitous example of targeted violence against any one particular group in the United States. Women are at incredible risk of becoming victims of assault and murder at the hands of their male partners. Studies have found that 35 percent of female murder victims in the United States are killed by their male intimate partner. Femicide is also the leading cause of death for African American women between 15 and 45 years of age in the United States, and the seventh leading cause of premature death for U.S. women overall.

Data related to stalking and strangulation are increasingly showing correlation between domestic violence and other forms of targeted violence like mass shootings and officer-involved shootings. On November 7, 2010, Riverside, California, Police Officer Ryan Bonaminio was bludgeoned with a steel bar and then shot in the head by Earl Ellis Green. Green had been released early from a domestic violence sentence that could have kept him incarcerated until 2012. California considers domestic violence offenders as nonviolent parolees even though Green had a lengthy criminal history for domestic violence, including stalking behavior and assault on police officers. Domestic violence, more specifically, stalking and strangulation, share common motives that, when appropriately recognized by law enforcement, serve as a warning for the potential of escalating violence.

## STALKING BEHAVIOR

Stalking is an example of targeted violence that likely goes underreported for a variety of reasons. Stalking is when one person becomes fixated and obsessed with another person and then conducts surveillance or other actions that exert coercive control over the victim. One study found that prior stalking behavior was present in 94 percent of evaluated domestic violence homicide cases. Police officers are often in a difficult position when called to investigate stalking because stalking behavior is easy to dismiss as non-criminal. For example, a controlling boyfriend who always drives his girlfriend to and from work and uses social media to keep tabs on her might rarely rise to the level of drawing any real attention from law enforcement for a criminal investigation. Stalking is used by offenders to control and manipulate their partner through fear. However, this type of behavior is the tip of the proverbial iceberg, betraying evidence of a more serious situation.

A report by the U.S. Department of Justice documented that the majority of stalking victims are women, and 81 percent of women who have been stalked have also been physically assaulted by the offender. This means stalking victims are at high risk of being physically assaulted by their stalkers. Data from studies on domestic violence homicide have revealed that prior physical violence against a woman is the most important aspect of predicting femicide.

For example, police agencies around Salt Lake City, Utah, saw an increase in stalking and protection order violations during 2017, which coincided with several high-profile domestic homicides. Jill Lloyd was followed by her ex-boyfriend before he approached her at an intersection and shot her through the window of her vehicle. He then fled and committed suicide. On June 6, 2017, Memorez Rackley and her six-year old son were murdered by her ex-boyfriend who had displayed prior stalking behavior.

It is clear that stalking behavior often leads to physical assault and that prior physical assault is a major predictor of a woman being the victim of domestic homicide. The offenders often end up committing suicide, demonstrating their mental instability and willingness to kill anyone else who gets involved. The themes of coercion and fear in stalking also run deep through another terrifying, but often misunderstood, kind of domestic violence—strangulation.

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## CORRELATION BETWEEN STRANGULATION AND NON-DOMESTIC VIOLENCE

Studies have demonstrated a strong correlation between nonfatal domestic violence strangulation and officer-involved shootings. One study found that 80 percent of suspects in officer-involved shootings had a criminal history of domestic violence and 30 percent of those involved strangulation. Another analysis conducted in 2017 found that 75 percent of suspects in police officer murders had a history of domestic violence. An even more specific analysis of strangulation offenders found that 50 percent of police officers killed between 1973 and 2013 in Riverside County, California, including Officer Bonaminio, were murdered by offenders with a record of strangulation assault against a woman. This correlation between officer-involved shootings and domestic violence or strangulation history is staggering. These findings strongly suggest that the men who are willing to strangle their intimate partner and the men who are willing to use violence against the police are often the same people.

Crimes of domestic violence occur at a high frequency, but with proper training and understanding of the specific types of domestic violence likely to predict future violence, officers will be in a better position to identify dangerous offenders and intervene. Research shows stalking to be a reliable predictor of future physical violence. Stalking is also a tactic used to exert a strong measure of coercive control and power over the victim. The act of stalking is not as important as understanding its goal of control and power because this is the same goal of strangulation. Offenders who strangle their victims do so to show they have extreme power over the victim by being in control of even the victim's breath.

Stalking and strangulation are both linked to an increased risk of future homicide. Offenders who stalk and strangle their victims do not usually snap and commit these crimes in the heat of passion. These offenders are calculating and attempt to control their victims. Experts in this field have called the path to domestic homicide an "emotional journey" for offenders that often ends when they no longer have control of their victims. This same calculating mindset applies to most individuals who commit mass killings. The Federal Bureau of Investigation (FBI) published a paper on the prevention of targeted violence that found that nearly every perpetrator of mass violence acted in a premeditated, rather than impulsive, manner.

## STRANGULATION

Many U.S. states have taken steps to recognize the grave threat of strangulation by enacting laws that make strangulation a more serious crime than before. Even nonfatal strangulation is especially dangerous for a couple of reasons. First, it takes very little pressure to cut off the blood supply to the brain. Victims can lose consciousness in seconds, and death can occur in minutes. Second, serious medical problems, including death, can occur sometime after the incident, due to a dissected carotid artery and stroke. Finally, strangulation is a dangerous display of power and control by the offender where he shows the victim that he could kill her if he wanted.

Strangulation is dangerous because of the immediate risk to the victim and important to law enforcement because it can predict future homicide. Women who have been strangled by an intimate partner are seven times more likely to be the victim of domestic homicide. Law enforcement officers need to familiarize themselves with the signs, symptoms, and dangers of domestic violence incidents involving stalking and strangulation. This includes the need for increased training in recognizing these cases but also in the way officers document the events. This will allow officers to respond more effectively and to protect the victims who are most vulnerable to future homicide, but the benefits extend much further.

## MASS KILLINGS AND DOMESTIC VIOLENCE

On August 1, 1966, Charles Whitman killed 14 people when he opened fire from the University of Texas clock tower. This mass killing overshadows the fact that Whitman had murdered his wife, Kathy, and his mother before taking his position in the clock tower. Letters between members of their family reveal a relationship where Whitman wanted to “completely dominate” Kathy; he considered her a possession and likely physically abused her. The University of Texas mass killing, like many others, is inextricably linked to domestic violence.

The FBI is optimistic that law enforcement can identify mass killers before they strike. They found that the targets of mass killers will have some sort of relationship to a grievance of the offender. This is obvious when the offenders attack loved ones or locations that they perceived as having wronged them, but it means most attacks are not random. The location of an attack, rather than the specific people targeted, is another important consideration. Offenders will also often kill “opportunistic victims,” due to these victims being available to the offender and to the addition of their deaths or injuries to the overall shock value of the act. The FBI also clearly notes that this sort of violence targeted toward family members or loved ones is often coupled with a much larger type of attack. This means if the mass killer can find the target of his or her attack, perhaps an ex-girlfriend, at a crowded public location, then the attacker will kill opportunistic victims like bystanders in addition to the target. Or, if the killer cannot find the specific person with whom he or she is angry, then a location important to the targeted person may be the chosen location of attack.

There are many examples that support the link between domestic violence and a propensity for mass casualty attacks. Jarrod Ramos had faced criminal charges of harassment after incidents of stalking-like behavior, which were reported on by the *Capital Gazette*. Ramos later entered the *Capital Gazette* office with a shotgun and killed five people. The Planned Parenthood shooter in Colorado; the shooter in Parkland, Florida; the shooter at the Orlando, Florida, Pulse nightclub; and the shooter at the First Baptist Church in Texas are other examples of mass killers with a

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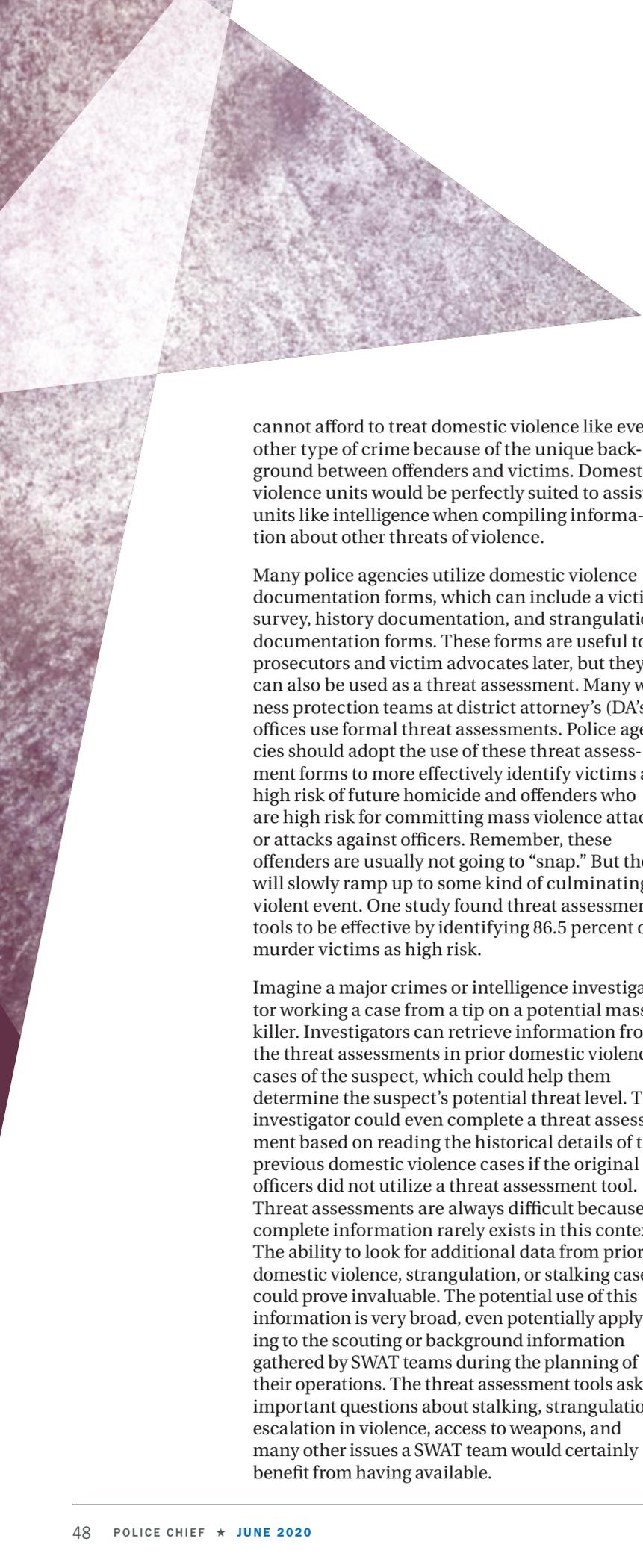
reported history of domestic violence. The Parkland shooter is now also facing additional charges for attacking a police officer while he was incarcerated at the Broward County Jail.

Law enforcement must have mass shootings at the forefront of their prevention and training strategies. A proper response to these incidents is critical, but recognizing all the warning signs that can help prevent them is even more important. Law enforcement must continue to place an increased emphasis on the handling of domestic violence cases because of the secondary threat domestic violence perpetrators represent.

## LESSONS FOR LAW ENFORCEMENT

Law enforcement is in the business of apprehending criminals, protecting victims, responding to the scenes of criminal acts, and preventing crime. This often means responding to chaotic situations or apprehending armed and dangerous offenders. Officer safety is a multifaceted concept that includes analyzing intelligence and recognizing patterns to predict future incidents. The lessons law enforcement can learn from the data related to domestic violence, stalking, and strangulation are applicable in many of these areas.

Law enforcement agencies should create specific investigative units to focus on crimes related to domestic violence. Doing so would allow the assigned officers to specialize in the complex nuances of domestic violence. Officers need specialized training to become proficient at conducting domestic violence investigations the same way that people on SWAT or auto theft teams must hone skills specific to their roles. Working domestic violence cases means sometimes dealing with recanting and absentee victims, highly emotional issues, and complicated relationships. Officers



cannot afford to treat domestic violence like every other type of crime because of the unique background between offenders and victims. Domestic violence units would be perfectly suited to assist units like intelligence when compiling information about other threats of violence.

Many police agencies utilize domestic violence documentation forms, which can include a victim survey, history documentation, and strangulation documentation forms. These forms are useful to prosecutors and victim advocates later, but they can also be used as a threat assessment. Many witness protection teams at district attorney's (DA's) offices use formal threat assessments. Police agencies should adopt the use of these threat assessment forms to more effectively identify victims at high risk of future homicide and offenders who are high risk for committing mass violence attacks or attacks against officers. Remember, these offenders are usually not going to "snap." But they will slowly ramp up to some kind of culminating violent event. One study found threat assessment tools to be effective by identifying 86.5 percent of murder victims as high risk.

Imagine a major crimes or intelligence investigator working a case from a tip on a potential mass killer. Investigators can retrieve information from the threat assessments in prior domestic violence cases of the suspect, which could help them determine the suspect's potential threat level. The investigator could even complete a threat assessment based on reading the historical details of the previous domestic violence cases if the original officers did not utilize a threat assessment tool. Threat assessments are always difficult because complete information rarely exists in this context. The ability to look for additional data from prior domestic violence, strangulation, or stalking cases could prove invaluable. The potential use of this information is very broad, even potentially applying to the scouting or background information gathered by SWAT teams during the planning of their operations. The threat assessment tools ask important questions about stalking, strangulation, escalation in violence, access to weapons, and many other issues a SWAT team would certainly benefit from having available.

Officers must determine the validity of information put into the threat assessment because the assessment is only as reliable as that information. For example, officers may mistakenly assume that no strangulation occurred if they do not see marks on the victim's neck. These statements show a real misunderstanding of strangulation assault. Medical and criminal justice literature have documented that victims of strangulation display visible marks from strangulation only about 50 percent of the time. Police agencies need to do a better job of training officers about the threats of stalking and strangulation, since both crimes are easily disregarded or discounted on scene. This is yet another reason why a dedicated domestic violence unit can be useful by acting as a clearinghouse for all the domestic violence reports generated by an agency. A dedicated domestic violence unit is also a step in the right direction in collaboration with DA office personnel who generally form longer-term and more meaningful relationships with victims.

Many DA's offices have a more victim-centered approach to cases than police agencies due to the nature of their function in the justice system. Policing agencies should strive to collaborate more with the DA's office in domestic violence cases due to the nature of the crime. The attorneys and investigators at DA's offices routinely conduct threat assessments and place victims into witness protection based on the information gathered in those assessments. But this information is rarely, if ever, shared with the area's police agency. Legal issues in some states limit the sharing of witness protection information, but the general information would be beneficial to police agencies for threat assessment purposes.

Imagine a witness protection team has moved a victim to a location that is unknown to the offender. The offender is now tangibly losing control, and studies have shown that women are at increased risk for homicide when they plan to leave the relationship. The offender may now only know public or common areas to find the victim such as the courthouse, workplace, or a family member's house—setting the stage for a situation described by the FBI's findings on mass violence involving locations related to the offender's grievance with opportunistic victims. If the police agency has not been made aware of the findings from the DA's threat assessment—or at least been informed that the victim has been placed into witness protection—then the police are less equipped to effectively respond to new threats at related locations.

## CONCLUSION

Knowledge is power, but only if that knowledge is correct. Law enforcement has come a long way in the last couple decades to protect people from

intimate partner violence. The repeated calls for domestic violence issues at the same house become tiresome or frustrating, and it is easy to minimize this often-overlooked type of targeted violence. Teaching officers how the domestic violence perpetrator they routinely deal with might very well be the same person who kills their colleague or goes on a shooting spree at a dance recital might change the response and detail officers put into domestic violence investigations.

There are strong correlations between domestic violence offenders, especially those who stalk or strangle their victims, and attacks on officers or mass killings. Improving police response to domestic violence incidents not only helps to better protect victims of intimate partner violence but can also provide valuable information to those conducting threat assessments for active shooter investigations. Police agencies can bolster their abilities in these areas by creating dedicated domestic violence units, training officers on stalking and strangulation, utilizing domestic violence questionnaires and threat assessments, and working more closely with DA's offices.

It is not too surprising that the people who are willing to kill police officers or commit acts of mass violence are the same people who stalk, control,

and strangle their significant others. The motives of control, manipulation, and power run throughout all of these crimes. Law enforcement must recognize that these offenders are calculating—and their actions often escalate. This means there is a chance of successful intervention with the right information. Of course, domestic violence offenders are not the only people who commit acts of mass violence, but the specific acts of stalking and strangulation are worth evaluating for additional risks. Domestic violence is a form of targeted violence that is highly predictive of other forms of targeted violence, and it should be treated as such, in pursuit of better investigations and officer safety. ♡

#### IACP RESOURCES

- Domestic Violence Model Policy
- Stalking Model Policy
- Non-Lethal Strangulation Report Review Checklist

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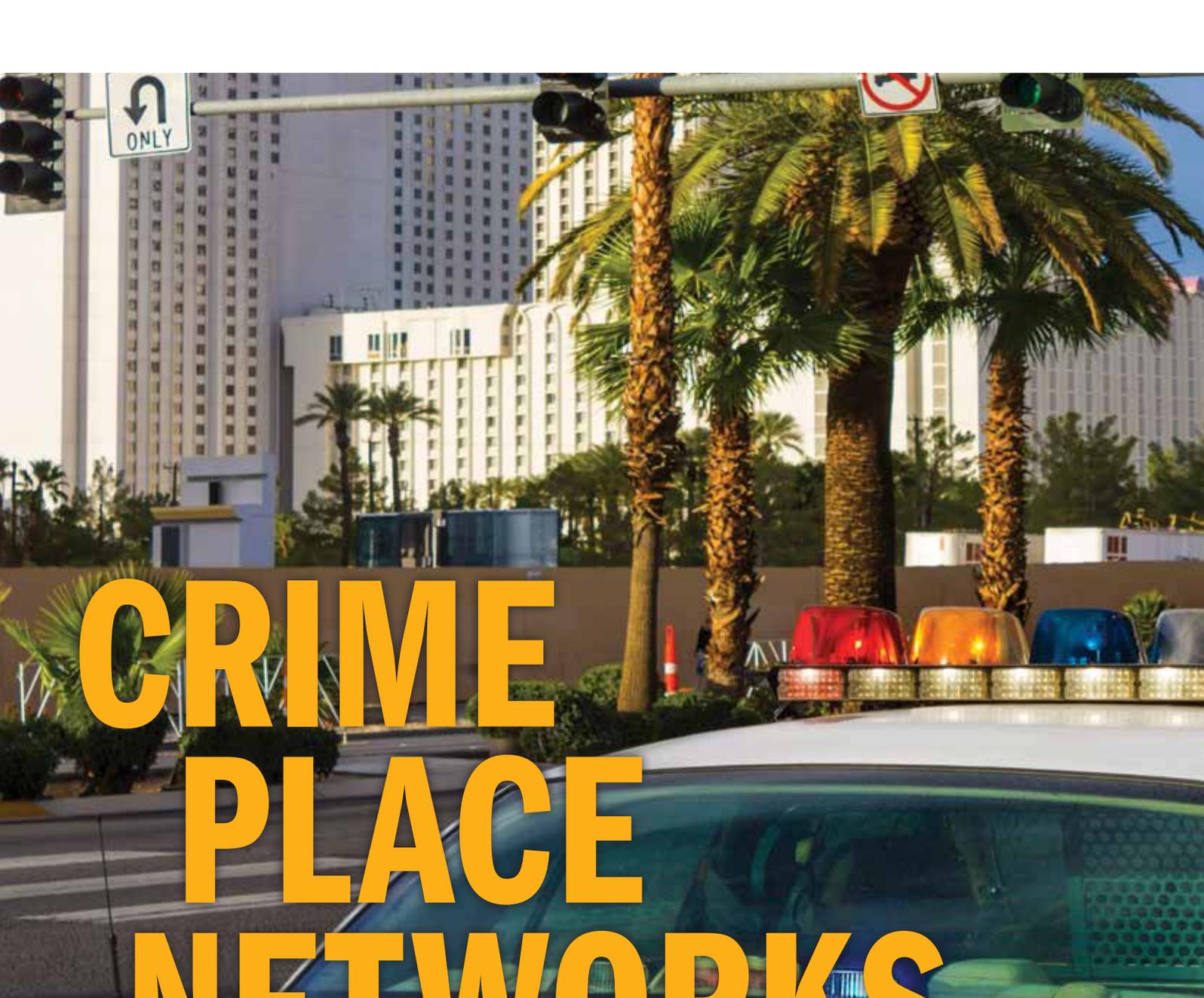


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# CRIME PLACE NETWORKS

in Las Vegas

**A NEW  
VIOLENCE REDUCTION  
STRATEGY**





**IN 2017, THE LAS VEGAS, NEVADA, METROPOLITAN POLICE DEPARTMENT (LVMPD) ADOPTED A SERIES OF INTERVENTIONS DESIGNED TO REDUCE GANG AND GUN VIOLENCE ACROSS LAS VEGAS.** In partnership with the International Association of Chiefs of Police/University of Cincinnati (IACP/UC) Center for Police Research and Policy and with evaluation funding provided by the Laura and John Arnold Foundation, the LVMPD implemented three violence reduction strategies: (1) focused deterrence (offender notification sessions); (2) hot spot patrols; and (3) place network investigations (PNI), also known as place-based investigations of violent offender territories (PIVOT), which is the focus here.

**BY**

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## PLACE NETWORK INVESTIGATIONS

The PNI strategy is grounded in the assumption that crime is not random, and police resources can be directed to disrupt crime concentrations. A large evidence base confirms that crime concentrates across places, victims, and offenders. This evidence has prompted police administrators to adopt focused policing strategies; for example, hot spots policing in high-crime places, initiatives to protect high-risk victims, and repeat offender deterrence strategies. The importance of the place-crime connection, in particular, is widely acknowledged by both researchers and practitioners. Early research reported that just 3 percent of addresses in Minneapolis, Minnesota, accounted for 50 percent of calls for service in a given year, and this finding has been replicated and supported by decades of subsequent research reporting similar patterns of crime concentrations across multiple types of places and units of analysis.

Researchers and practitioners have had remarkable success in reducing violence by employing focused deterrence strategies that disrupt offender networks. Using social network analysis, police identify and target specific offenders for enhanced deterrence efforts or incapacitation. Research evidence suggests that interventions targeting offender networks can lead to substantial reductions in violence across cities. While police interventions targeting individual high-crime places can significantly reduce incidents of crime at particular locations, recent theoretical advances suggest that, like offenders, places might function together as part of a larger network.

A recent hypothesis proposed by those responsible for developing the PNI violence reduction strategy is that crime place networks provide the

“infrastructure” needed to operate illicit markets. Locations that form crime place networks lack effective place management. Violent incidents result from offender interactions that take place at these unmanaged locations as they engage in activities related to the operation of illicit markets (e.g., drug, weapon, or human trafficking).

While crime maps depict places where crime occurs, crime place networks include at least three other types of locations used by offenders that do not always or regularly come to the attention of police. Drawing from recent advances in crime place theory, the PNI strategy attempts to uncover four types of places (known as CS4) that constitute crime place networks:

1. Crime Sites—specific places where crime occurs
2. Convergent Settings—public places where offenders routinely meet
3. Comfort Spaces—private meeting, staging, and supplying locations
4. Corrupting Spots—places that encourage criminal activity in other locations

Given that police data reflect only places where crimes occur (i.e., crime sites), the other three locations in crime place networks—convergent settings, comfort spaces, and corrupting spots—often remain hidden and free of targeted police investigations. Investigations and subsequent efforts to dismantle crime place networks form the basis of the PNI strategy.

## PNI MODEL OVERVIEW

First developed to address shooting and violent crime hot spots in Cincinnati, Ohio, the PNI strategy follows the SARA (scanning, analysis, response, and assessment) model of problem-solving to uncover and address crime place networks.

**FIGURE 1: THE SARA MODEL OF PROBLEM-SOLVING**



“First developed to address shooting and violent crime hot spots in Cincinnati, Ohio, the PNI strategy follows the SARA (scanning, analysis, response, and assessment) model of problem-solving to uncover and address crime place networks.”

### Phase One: Scanning (Data Analyses)

In the first phase, analyses are conducted to determine how and where violence, particularly gun violence, clusters across the jurisdiction. In Cincinnati, analysis revealed that more than 40 percent of all shooting victims were shot within 23 geographically small areas, called micro-locations. These micro-locations spanned approximately two square blocks and made up only 1.4 percent of the city’s land mass. Further analysis revealed that violent crime and officer injuries were also disproportionately concentrated in these locations.

### Phase Two: Analysis (Investigation)

The second phase involves investigations of offender and crime place networks. Offender networks can be investigated and addressed through complementary strategies (e.g., focused deterrence). To identify crime place

networks, the PNI strategy requires officers use a wide variety of investigative techniques to uncover offender movement patterns and ownership or management practices in and around known crime sites. For example, interviews with patrol officers, detectives, specialized units (e.g., violent crime, gang, vice, homicide), crime analysts, city and county department personnel, community members, and service personnel (e.g., postal service workers) can identify crime place network locations, their owners, and key players in the offender networks who use these locations. To build civil and criminal cases against place owners, managers, and serious offenders, investigations might require observational activities (e.g., temporary surveillance cameras, site observations, or undercover officers), as well as the use of additional sources of information (e.g., security personnel, management personnel, or labor contractors) and confidential informants.

### Phase 3: Response (Solutions)

Once locations within a crime place network are identified, the third phase involves biweekly meetings with a citywide PNI Investigative Board. The PNI Investigative Board consists of representatives from various city departments and community organizations (e.g., fire, traffic and engineering, buildings, health, treasury, parks and recreation, public services, and community improvement organizations). Board members hold leadership roles and can leverage resources within their respective departments and organizations. Police investigators present their findings to the board, and members provide additional information about the identified locations from their respective departments/agencies. The PNI Investigative Board can dismantle the place network through various means, including using legal remedies to revoke business licenses; requiring new management practices; mandating employee training; ordering owners into court-mandated receivership; requiring changes to the physical design of a building; or, ultimately, ordering complete property abatement. The board can also prioritize city resources to more quickly

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“A coordinated all-city response provides additional leverage, resources, and intervention options to effectively dismantle deeply entrenched crime place networks.”

address crime-facilitating places (e.g., schedule building demolitions, reroute traffic patterns, or initiate redevelopment projects) and disrupt crime place networks.

A coordinated all-city response provides additional leverage, resources, and intervention options to effectively dismantle deeply entrenched crime place networks—the sources of persistent and chronic crime hot spots. PNI interventions block crime activities by changing the way in which places are managed and used. Interventions might involve altering parking restrictions or traffic patterns along a road commonly used in drive-by shootings or seizing and repurposing a corner store laundering money for a violent drug market. A focus on place networks, rather than individual crime sites, roots out the larger infrastructure offenders retreat to and then reemerge from once police resources are deployed elsewhere.

#### Phase 4: Assessment (Monitoring)

Once the crime place network has been dismantled (i.e., opportunities for violence have been blocked or place dynamics that facilitate violence have been altered at identified locations), phase four begins. In phase four, crime levels continue to be monitored, community resources are organized by the PNI Investigative Board or other local community councils and organizations, and organic neighborhood-led redevelopment can begin in the absence of persistently high levels of violence. This redevelopment makes the reestablishment of crime place networks less likely with the introduction of additional or more effective management at nearby places.

#### PNI SIMILARITIES AND DIFFERENCES TO OTHER APPROACHES

The PNI violence reduction strategy is similar to other successful problem-focused policing projects in at least three ways. First, PNI focuses attention on a specific problem (e.g., shootings) and calls for detailed analysis of place conditions that facilitate similar harmful events. Second, PNI focuses attention on criminogenic places. A vast body of evidence suggests that a small number of risky facilities or individual crime generators and attractors account for the majority of crime in any hot spot. Third, the PNI strategy also promotes “shifting and sharing of responsibility” for solving crime problems. Place managers are held accountable for harms that occur on their properties. Responsibility is also shifted to “super-controllers” who control local government resources. Like most other successful crime reduction initiatives, the success of PNI requires strong law enforcement leadership and participation on the part of local government.

However, the PNI strategy is also different from traditional policing strategies in at least three ways. First, this is one of the first place-based strategies to acknowledge that violent micro-locations are dangerous places for police. In



Cincinnati, officer injuries and suspect behaviors that led to officer injuries (e.g., resisting arrest) were disproportionately concentrated in the identified violent micro-locations. Thus, persistently violent hot spots are risky for both residents and officers who respond to these locations. Second, PNI focuses on how places function as crime-facilitating networks. Long-term crime reduction is achieved by dismantling the entire physical infrastructure used by offenders, beyond places where crime occurs (crime sites). Trained investigators uncover connected networks of offender-used places that cannot be identified through calls-for-service analysis alone. These places include public and private locations used by offenders to plan and carry out crime (convergent settings and comfort spaces), as well as businesses that facilitate crime markets (corrupting spots). Third, PNI leverages all city resources to dismantle crime place networks. Championed by the mayor or city manager, PNI investigators regularly present their findings to other city department managers (e.g., representatives from departments like traffic and engineering and buildings and inspections) and the city solicitor, who can often be much better suited to design and implementation of place-focused crime prevention interventions than police.

In Cincinnati, two PNI pilot sites experienced significant reductions in violence during the first year (over 89 percent in the first site and 71 percent in the second site), and the Cincinnati Police Department reports that violence remains historically low in these areas more than three years after intervention. By 2017, the PNI strategy had been implemented in three additional sites in Cincinnati. Analyses revealed that, across all five sites, the number of shooting victims declined by 72.46 percent over a two-year period, with 69 shooting victims reported during the pre-evaluation 24-month period and 19 shooting victims reported during the post-evaluation 24-month period.

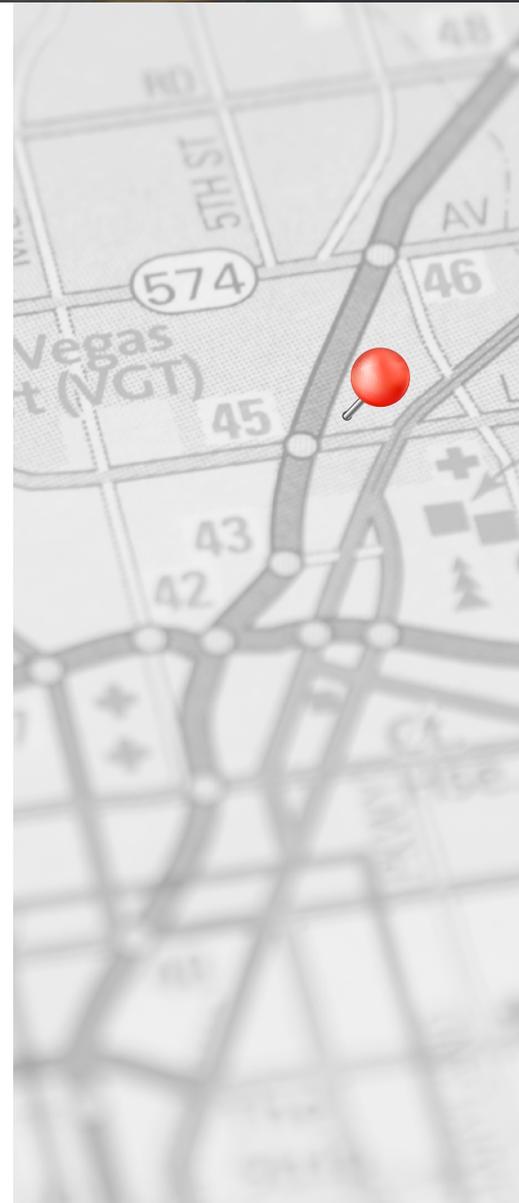
Given Cincinnati's initial promising results, the LVMPD command staff elected to pilot test the PNI strategy



in a single location and committed to assigning an investigative unit to the project for a minimum of 12 months. Command staff, in consultation with Director of Crime Analysis Patrick Baldwin, selected a project site within the bureau's Northeast Area Command (NEAC) for PNI implementation. The site selected for the primary focus on the intervention encompassed a specific condominium complex, small strip mall that housed a convenience store, and nearby multifamily unit housing. This site was selected for the following four reasons:

1. The location was considered a persistent hot spot within the NEAC.
2. A gang shooting involving a 16-year-old recently occurred at the complex and received considerable media and public attention.
3. The NEAC captain had strong relationships with internal and external partners who could assist with the project, including the county commissioner.
4. Other social services projects being conducted in the area (e.g., Pathway from Poverty) were seen as complementary to PNI objectives, and personnel believed these resources could be leveraged to achieve long-term sustainability in crime reductions.

The NEAC captain assigned her FLEX (Flexible Deployment) team to implement the PNI strategy and serve as the primary investigative unit. The LVMPD





PNI unit consisted of a supervisory sergeant, with extensive investigative experience, and a team of officers. Typically, four to six officers were assigned at any given time to the unit. As personnel changes were made during the duration of the project, officers were selected based on their desire to gain investigatory experience and interest in learning to conduct place network investigations. The PNI unit sergeant and his team provided regular briefings to the NEAC captain.

Researchers from the IACP/UC Center arranged to provide technical assistance and training to LVMPD's PNI investigative unit. An introductory training for investigators and internal and external partners (e.g., LVMPD's Special Investigations Section and Parole and Probation) was conducted in April 2018. The introductory training covered general place-crime principles and evidence supporting the use of PNI, as well as examples of investigation techniques and partnerships found to be effective in addressing crime-facilitating dynamics at places. Ongoing training and assistance were

provided on a bi-weekly basis in the form of on-site meetings or telecommunication with strategy experts and police personnel involved in Cincinnati Police Department's PNI implementation. This assistance provided the LVMPD PNI unit with information regarding effective place network investigatory tactics and evidence-based place interventions associated with violent crime reduction.

Under the direction of Captain Nichole Splinter and, subsequently, Captain Jamie Prosser, the LVMPD PNI unit uncovered the crime place network linked to the targeted hot spot. Although project limitations did not permit the LVMPD to establish a fully operational PNI Investigative Board, the investigative team and NEAC captains regularly met with stakeholders to leverage additional resources.

## EARLY PNI RESULTS

A program review was conducted by the IACP/UC Center for Police Research and Policy under the direction of the center's director, Dr. Robin Engel. The review documented the investigative and enforcement and compliance tactics used by the LVMPD PNI unit at the pilot site. Although not exhaustive, this review identified four general investigative and response activities:

- surveillance and intelligence gathering
- external agency coordination and partnership building
- effecting changes to physical locations and place management practices
- enforcement actions

Numerous surveillance and intelligence gathering methods were used to uncover an existing crime place network. Direct site observations were conducted through overt and covert surveillance. Resident and business owner or manager interviews and surveys were conducted throughout the project period. Sources of information (e.g., postal workers, security personnel) and confidential informants were used to gather additional place-specific intelligence. Calls placed by arrestees



in detention facilities and social media sites were monitored. Persons arrested in the PNI site were later interviewed by investigators. Property and crime data records were analyzed to identify place-offender connections. Phone records and GPS monitoring were used to analyze offenders' movement patterns between locations. Intelligence bulletins were created to facilitate information sharing between internal LVMPD personnel and units.

Coordination with external agencies generated additional intelligence concerning offenders and places in the PNI site. PNI investigators worked with the Gaming Control Board, Business Licensing investigators, and other personnel to investigate local business practices. Additional intelligence was gathered through meetings with Internal Revenue Service investigators, Housing and Urban Development representatives, the state attorney general's office, and Nevada Real Estate Division personnel. Coordination with a local constable led to resident education concerning eviction rights to stem illegal eviction practices.

Physical and place management changes were made to alter dynamics in crime place network locations. Additional cameras, license plate readers, additional lighting, removal of business window obstructions, and new access controls were added to network locations. In partnership with homeowners association (HOA) representatives, PNI investigators assisted in making substantial changes to the condominium bylaws. HOA bylaws were revised to require owners to provide updated tenant information 10 days prior to move-in, and new regulations instituted a \$5,000 fine leveraged against owners of properties subjected to SWAT raids that found evidence of illegal activities.

Enforcement action was taken against known offenders, as well as businesses and property owners or managers of places identified as part of the crime place network. A case was built and filed against a problematic property manager who facilitated illegal activities across

multiple housing units. Controlled drug buys identified key offenders operating in the area. Targeted arrests were made as a result of operations with Parole and Probation. Businesses were cited and fined for illegal practices. Surveillance operations with internal (e.g., Special Investigations Section) and external (e.g., Gaming Control Board) partners led to citations for health violations and illegal security practices.

The number of gun-related crime incidents documented during the treatment period (May 1, 2018–April 30, 2019) were compared to the number of gun-related crime incidents that occurred during the year prior to the intervention. The 12-month to 12-month comparison allowed the analysis to control for seasonal effects. Post-intervention changes in the number of crime incidents (a reduction of 39.1 percent in the 12-month post-intervention period) suggest that the PNI strategy contributed to a decrease in gun-related violent crime at the targeted site. Additional data provided by PNI investigative personnel show that crime at the pilot site has continued to decrease over time, with no gun-related violent crimes reported between mid-September 2019 and the time at which this article was written (mid-March 2020).

## FUTURE DIRECTIONS

While emergency crises such as pandemics, natural disasters, terrorism activities, and other immediate threats may alter the focus of first responders to meet emerging needs, community violence has been and will remain a significant concern both during and subsequent to these situations. With potentially fewer resources available to address this issue, given the economic impact the COVID-19 pandemic will likely have on local governments, it is imperative that law enforcement continue to explore strategies that help agencies focus and prioritize existing resources. Further, there is a pressing need to identify strategies that can produce long-term, sustainable results. One such strategy could be PNI. Replication and future research will

be necessary to adequately assess the strategy's effectiveness and impact on residents, businesses, police agencies, local governments, and the larger justice system.

Moving forward, agencies interested in adopting the PNI strategy should consider the following policy implications stemming from the LVMPD PNI evaluation:

1. PNI, as implemented in Las Vegas, holds promise for reducing gun-related crime and improving community safety. PNI investigative team activities appear to have significantly altered place dynamics to decrease violence, as evidenced by available crime data, site observations, and discussions with property employees conducted by the research team.
2. To enhance PNI strategy effectiveness, it is recommended that law enforcement agencies wishing to adopt PNI establish a standing PNI Investigative Board first and gain the cooperation of local government officials to leverage necessary resources.
3. It will be necessary to implement the program across multiple sites for a sufficient period of time to fully assess the impact of the PNI strategy on gun-related violent crime. Post-intervention assessment periods should be designed to consider the lagged effect of PNI strategy interventions. ♡

### IACP RESOURCES

- "Cincinnati HAZARD: A Place-Based Traffic Enforcement and Violent Crime Strategy" (article)
- "The Use of Place-Based Policing Strategies to Reduce Violent Crime in Chicago Neighborhoods" (Research in Brief)
- "Place-Based Investigations to Disrupt Crime Place Networks" (Research in Brief)

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

# A Quick Guide on Mobile Drone Detection

Things to Consider When Evaluating Technologies



**BY**  
Linda Ziemba, Founder, CEO,  
AeroDefense

**THE DRONE—A DOUBLE-EDGED SWORD. THE EERIE THING ABOUT THAT PHRASE IN THIS CONTEXT IS THE CENTRAL INTELLIGENCE AGENCY HAS ACTUALLY CREATED AND USED A MISSILE WITH SWORD-LIKE BLADES FOR HIGHLY ACCURATE DRONE STRIKES.**

While these missiles are military grade and quite a bit larger than hobby drones, there have been several examples in recent history of weapons being attached to hobby drones. In September 2019, for instance, a Pennsylvania man dropped explosive devices onto his ex-girlfriend's property using a drone. There are even flamethrower drone attachments for sale on the Internet today.

More constructively, law enforcement uses drones for good intents, such as to search for missing persons, deliver vital health supplies, drop life jackets and water to stranded boaters, and process crime scenes, among other things. According to the

Center for The Study of The Drone at Bard College, in March 2020, 1,103 law enforcement agencies were using drones in some capacity. This is 70 percent of the total use by law enforcement, fire and rescue, and emergency management combined.

Drones have practical uses within many industries, not just law enforcement. Most notably, drones are used for videography, real estate, infrastructure inspections, and crop and field management. It is important to differentiate between beneficial, clueless or careless, and criminal drone use.

It's no secret that any commercial drone pilot in the United States is required to follow federal and state regulations, and law enforcement agencies must stay abreast of any changes in drone laws or regulations. The hobbyist pilots who are still clueless or careless are the ones to worry about. Just to name a few of many examples, hobbyists have unintentionally disrupted first responder

operations, delayed flights, and crashed into buildings. To add another threat layer, bad actors who don't care about the laws at all have found many ways to exploit drone technology, and their plots seem to become more sophisticated as the technology progresses.

Fixed drone detection systems have been around for a while and help mitigate the threats careless hobbyists and bad actors pose. When a law enforcement agency chooses a system that is right for its environment and legal tolerance, a drone detection system can provide actionable intelligence for response teams and the chance to stop attacks before they happen.

### MOBILE DRONE DETECTION ARRIVES ON THE SCENE

Mobile drone detection systems are relatively new to the market. The concept is simple—situational awareness of the airspace around a location wherever it's needed. But mobile systems are not just drone detection systems that are installed temporarily at a location and then moved to another. Drone incidents could happen where not expected, so users may need to detect drones from a vehicle or marine vessel in motion or expand the range of a fixed deployment.

One thing is clear: mobile drone detection is incredibly useful for law enforcement agencies as locations of their operations are fluid. What's not so clear is what the best mobile drone detection system looks like. Large defense companies have created versions for military use, but law enforcement agencies don't have the same budget or mitigation options.

### DETECTION SYSTEM CONSIDERATIONS

There are a few key factors to consider when procuring a mobile drone detection system that is best suited to an agency's needs.

#### LEGALITY

With any type of drone detection system, whether fixed or mobile, it's important for a public safety or private entity to fully understand the legalities of the technology they are seeking to use. There are several federal agencies that forbid certain drone mitigation activities.

The Department of Defense, Department of Energy, Department of Homeland Security, and Department of Justice are the only entities allowed to affect the flight of a drone according to the Federal Aviation Administration (FAA), Department of Transportation (DOT), and Federal Communications Commission (FCC). This includes signal jamming—the FCC prohibits jamming signals unless it is conducted under a strict set of legal parameters.

Many people outside of these government agencies think physical mitigation is the best defense against drones. However, even if it were legal to affect drone

flights, consider the following. How would one be alerted to a drone or pilot's presence? What happens to the shot that misses? What if the pilot sets the return-to-home coordinates to be a malicious target if the signal is jammed? Taking a drone down can create a more dangerous situation than the drone itself, and the person or agency who takes it down may be responsible for the damages caused by the crash.

As far as privacy is concerned, the FCC and DOJ have specific regulations that make it illegal for drone detection systems to extract *any* information from the drone communication channel. The National Telecommunications and Information Administration treats drones like flying computers and prohibits hacking and "spoofing." However, many drone detection systems on the market today blatantly go against these laws or try to quietly tiptoe around them. Potential users should be concerned about what other information the system is collecting if it is in fact demodulating or decoding electronic communications signals in any way.

Ronald Leach, former unmanned aircraft systems program coordinator for the New Jersey State Police and current principal at Leach Strategic Partners and vice chairman of the Urban Low Altitude Transport Association, echoes the importance of these regulations:

*There is no asking for forgiveness when a law is broken, no matter how well-intentioned the action taken. The exposure to violating Federal, State, or local laws may have the opposite effect on the outcome, not to mention the liability factor. Locating the UAS operator is currently the best way to reduce non-cooperative UAS incidents related to "Clueless," "Careless" and possibly "Criminal" operators.*

### DRONE DETECTION SENSOR TYPE

There are four different sensor types: radio frequency (RF), radar, acoustic, and camera/infrared. Acoustic and camera/infrared systems need additional data from other sensor types in order to accurately detect drone threats with a low false alarm rate and shouldn't be used as standalone systems. Each sensor type has advantages and disadvantages, as detailed in Table 1.

### SIZE, POWER, AND NETWORK REQUIREMENTS

Vendors have brought several different versions of mobile drone detection systems to the market. Many of them are cost prohibitive for law enforcement agencies, requiring a vehicle or some other large hardware purchase. Large hardware becomes an issue with temporary deployments in an urban environment where RF traffic is very high and surrounding buildings form urban canyons that create multipath issues. RF-based drone detection sensors should be placed above obstructions and away from heavy RF traffic if possible. This requires permission of building owners to place

**TABLE 1: SENSOR TYPE PROS AND CONS**

SENSOR TYPE	PROS	CONS
<b>RADIO FREQUENCY (RF)</b>	<ul style="list-style-type: none"> <li>• Only solution that can detect both drone and controller</li> <li>• Does not require line of sight</li> <li>• Can detect a drone and controller as soon as they are turned on and connected</li> </ul>	<ul style="list-style-type: none"> <li>• Must be configured to filter out ambient RF signals</li> <li>• Varied location accuracy depending on the environment</li> <li>• Performance degradation in heavy RF environments</li> </ul>
<b>RADAR</b>	<ul style="list-style-type: none"> <li>• Very long range</li> <li>• Provides altitude</li> </ul>	<ul style="list-style-type: none"> <li>• Detects anything that moves, therefore, has a high false positive rate in a busy urban environment</li> <li>• Cannot detect until a drone is in flight</li> <li>• Cannot detect a controller</li> <li>• Actively transmits a signal, which could be inappropriate for some environments</li> </ul>
<b>ACOUSTIC</b>	<ul style="list-style-type: none"> <li>• Does not require line of sight</li> </ul>	<ul style="list-style-type: none"> <li>• Must be combined with another detection method</li> <li>• High false positive rate in busy urban environments</li> <li>• Very short range</li> <li>• Cannot detect a controller</li> </ul>
<b>CAMERA/INFRARED</b>	<ul style="list-style-type: none"> <li>• Easily captures visual evidence</li> </ul>	<ul style="list-style-type: none"> <li>• Requires line of sight</li> <li>• Must be combined with another detection method to guide camera angle</li> </ul>

sensors on their rooftops. If the sensor equipment is bulky, building owners may be hesitant to bring unwanted attention to their building as a potential target. Additionally, large hardware can be difficult to move from location to location.

With large size usually comes large power consumption. Agencies need to keep in mind how the power requirements for the sensor will fit into their infrastructure. Will this system integrate into an existing response vehicle like a police cruiser or will it need to go into a command center-style vehicle? Will the power requirements of the system fit into that platform without additional power supply or generators?

Networking will be required for the system to function. Find out if the system will be available only within the platform where the system is installed or if it can be monitored remotely. If the system is functioning on an LTE network, consider the likely use cases and whether LTE coverage is always available. With a temporary deployment, operators may be able to use point-to-point or local network infrastructure instead of LTE. If the agency's command center vehicle already has its own network infrastructure, be sure the drone detection system

can work within that network. Another question to ask is whether the system has networking redundancies or if it can function offline.

#### **STOP THE ATTACK BEFORE IT HAPPENS**

Nefarious actors will often test flight paths and security team response to drone incursions before the real attack. Law enforcement must protect outdoor events that draw large crowds where public safety is always a top priority. There may be an opportunity to stop an attack before it happens with a mobile drone detection system. The system can alert response teams to a drone being flown in the area. It's important to note that not all systems on the market are able to accurately locate both the drone and the controller (pilot), and very few can locate them simultaneously.

There is a lot to consider when evaluating any drone detection system, whether fixed or mobile, and no solution is a silver bullet. However, knowing the right questions to ask ensures the best result. Agencies considering these systems should seek vendors who are transparent and take the time to determine whether their solutions are a fit for the agency's uses. ☪

# Mobile Device Technology Advances for the Field

**MOBILE DEVICE TECHNOLOGY IS NOT JUST FOR LEISURE; DESPITE THE TECHNOLOGY'S VAST CAPACITY FOR ENTERTAINMENT, THE USE OF MOBILE DEVICES HAS NOW BECOME A WAY OF LIFE.**

From remotely starting a vehicle to arming a home alarm anywhere in the world, mobile devices are an essential part of daily operations in many personal and professional settings, increasing efficiency and decreasing manual work.

Technology is moving the world full speed ahead, and the law enforcement profession cannot afford to take a backseat. Several mobile tech advances have already occurred in the policing industry, but the technology is continuously evolving. To remain effective and keep pace with both criminal offenders and the communities officers protect, police must use current and relevant technology.

There are many products on the market developed specifically for the law enforcement community. While agencies are balancing budgets, navigating office logistics, processing crime scenes, and investigating criminal violations, technology can help with those tasks and other day-to-day tasks such as traffic and parking violations, drug enforcement, communication, and officer wellness.

## MOBILE PRINTING TECHNOLOGY

Motorists have been accustomed to officers manually writing citations and reports. However, Seiko Instruments, based in Japan, has developed a rugged mobile device to aid in daily field operations such as the output of legal documents like reports and e-citations.

Seiko Instruments' MP-A40 Rugged Four Inch Mobile Printer and MP-B30 Three Inch Mobile Printer are designed for in-the-field applications.

Seiko Instruments has leveraged its relationships with industry leaders in software, hardware OEM, and accessory components to create a seamless integration to other devices and software systems. Powered directly by the vehicle's control system, it can also be Bluetooth enabled.



*Small, rugged printers allow a shift from manual paperwork to electronic documents. (Image courtesy of Seiko Instruments.)*

According to Matt Schmitz, director of sales and business development at Seiko Instruments, "Mobility solutions for law enforcement, including mobile printing capability, have accelerated the productivity and safety of officers in the field along with optimizing law enforcement agencies."

Schmitz cites departments' moving from paper tickets to e-citations as an excellent example to demonstrate the move toward mobile and automated solutions to increase efficiency, save time, and protect officers: "Administrative workload going to electronic transfer among the various entities associated with ticketing, courts, records is significantly decreased along with the time officers spend in the field. The officer is now able to quickly electronically scan identification to process and print out citations and legal documents, which decreases the time spent on the side of road." The less time officers spend while on the shoulders and medians of the roadway, the less danger there is for officers and stopped or passing motorists.



Rapid drug screening devices give officers the timely results needed. (Image courtesy of Intoximeters.)

### MOBILE DRUG ENFORCEMENT

Driving under the influence is a major challenge around the globe, and almost all law enforcement agencies deal with drug violations as a regular part of their duties. Those promoting criminal drug activity employ advanced technology, and police officers must do the same to investigate and prosecute those driving under the influence of drugs.

A long-time provider of breath alcohol testing devices, St. Louis, Missouri-based Intoximeters offers a the SoToxa Mobile Test System, a rapid drug screen device. The SoToxa Mobile Test System is a portable, handheld analyzer manufactured by Abbott and distributed to U.S. law enforcement exclusively by Intoximeters that is designed to give law enforcement officers immediate results after testing for drug use.

The SoToxa Mobile Test System can detect up to six different classes of drugs within five minutes using a three-step testing process. The system is capable of downloading reports and data for analysis onto a desktop computer and has a storage capacity of more than 10,000 test results. Phil Simmons, Intoximeters' director of North American sales and marketing says, "The SoToxa Mobile Test System provides the optimal combination of speed, ease of use, reliability, and accuracy."

### MOBILE COMMUNICATIONS

While mobile phones are the primary means to communicate in almost all arenas, Samsung offers a wide range of devices

specifically catered to law enforcement for field use. Samsung Mobile First Responder Solutions has developed tools enabling officers to receive real-time data on scene with handheld and wearable devices. Phones, tablets, and watches are all products that can be customized to any agency's needs with a platform built on a secure network. Samsung partners with public safety partner ISV to enable flawless integration of mobile-based solutions like CAD, touchscreens, and RMS.

The XCover FieldPro is a Samsung rugged smartphone built to withstand the harshest conditions with its MIL-STD-810G durability and IP68 resistance. The XCover Pro is a business prototype of the XCover FieldPro. Both have Mission Critical Push to Talk (MCPTT) technology and many of the other same features. The Tab Active Pro and Tab Active 2 are both customizable rugged tablets. They also come equipped with an S pen and a touchscreen that works when wet and when the user is wearing gloves.

These devices include a full mobility platform such as DeX. A Samsung representative says, "With the DeX platform, public safety agencies can use our flagship Galaxy smartphones and Tab Active Pro for their mobile function and then plug the device in once they return to the station, transforming it into a high-powered computer. DeX supports in-vehicle, in-field, and in-station operations from a single, handheld device."

Chris Balcik, Samsung Electronics America's vice president of federal government sales, points to successes of the mobility platform in the field, "We've already seen the impact of our streamlined solutions in the Chicago Police Department, where we launched a pilot program to use Samsung DeX as officers' in-vehicle solution. With DeX, an officer's Samsung Galaxy smartphone is transformed into a powerful in-vehicle computer, allowing officers to input data from crime scenes or look up license plates in a faster and more efficient way."

### MOBILE OFFICER WELLNESS TECHNOLOGY

Officer wellness is a top priority for the policing profession as a whole. Cordico, Inc., based in Gold River, California, uses personalized solutions in mobile technology to help enhance officer wellness. Cordico designs apps for officers and families for in-hand, on-demand tools and resources, and the apps are customized for each agency with programs and tools like peer support groups, physical fitness options, chaplains, local resources, and more. "We



Officer wellness apps provide on-demand resources and tools. (Photo courtesy of Cordico.)



*Customized wellness apps provide access to tools like peer support groups, fitness options, local resources, and more. (Image courtesy of Cordico.)*

take great pride in engineering every app because the heroes we serve deserve nothing less than the absolute best,” said Rich Foreman, Cordico’s chief technology officer. “Designing each app is a very large amount of work, and our team is honored because we know that our apps are what officers turn to in their times of greatest need.”

These custom-engineered apps include self-assessments, videos, audio modules, and more with such topics as

- Alcohol Abuse
- Anger Management
- Anxiety, Panic Attacks, and Worry
- Critical Incidents
- Depression
- Family Support
- Financial Fitness for Law Enforcement
- Grief and Loss
- Mindfulness for Law Enforcement
- Peer Support
- Posttraumatic Stress (PTSI and PTSD)
- Psychological First Aid
- Retirement: Getting Prepared
- Self-Care Checklists
- Sleep Optimization
- Suicide Prevention
- Stress Management
- Trauma
- Work-Life Balance

Whether helping officers save time in the field, increase roadside safety, communicate effectively, and access wellness resources or bringing

efficiencies and advancements to almost every element of policing, mobile device technology can play a vital role in the law enforcement profession. Vendors are taking heed, providing continuous improvements and custom law enforcement mobile solutions. ♡

## SOURCE LIST

Please view this article online for contact information.

- Apex Mobile
- Bodyworn by Utility, Inc.
- Brother Mobile Solutions
- Cinetcomm LLC
- Cordico, Inc.
- DetectaChem
- DigitalBlue Software LLC
- FirstNet/AT&T
- Indetiv
- Intoximeters
- Kyocera International, Inc.
- LiveView Technologies
- Logistic Systems, Inc. (LogiSYS)
- Omnilink
- Poly Defensor Non-Lethal Technologies
- PrintekMobile
- Pryme Radio Products
- Saltus Technologies
- Samsung Electronics America
- Seiko Instruments USA
- Sonim Technologies
- Sprint
- Two Technologies
- U.S. Cellular
- VisioLogix Corporation
- Zebra Technologies

## Stay up to date on new products and advances in technology to ensure your officers are equipped with the tools they need.



### Reusable 3D Printed Mask Frame

Essentium, Inc., led by its COVID-19 Response Strategy Team, offers a protective mask kit comprising a reusable 3D printed mask frame and single-use filter to aid in the fight against COVID-19. The Essentium reusable mask frame is made with thermoplastic urethane (a.k.a.

Essentium TPU74D), which allows for easy cleaning, and is used with single-use, replaceable filtration media. The Essentium mask has been created for non-medical use during the COVID-19 epidemic, based on FDA Emergency Use Authorization. The company has made the design of the mask freely available through the National Institute of Health open source model.

<https://resources.essentium3d.com>



### Handcuff Key Fastener

DeSantis Gunhide offers the Redi-Cuff Key, ensuring that officers will always have a key with their handcuffs and eliminating the need to search for a key. Having a handcuff key away from other keys can also prevent the spread of contamination. The Redi-Cuff Key can be placed on any existing handcuff case and used in hot arid and cold climates. The Velcro strip is secure, lightweight, low profile, and cost effective. The

Velcro loop is placed on the inside flap of the handcuff case. The loop (bristly) portion of the fastener is stitched onto the flat portion of the key.

[www.desantisholster.com/redi-cuff-key](http://www.desantisholster.com/redi-cuff-key)

### Walk-Through Health Detection System



Soter Technologies announces the SymptomSense Medical Evaluation Gateway, a non-invasive walk-through electronic full-body symptom scanner for providing detection of

symptoms of known illness in less than 10 seconds. SymptomSense looks similar to metal detectors used at security checkpoints of airports, sporting events, and government buildings. It uses an array of sensors to provide a rapid, noninvasive, hands-free approach for gaining important real-time vital signs, including detecting blood oxygen levels, external body temperature within 0.2 degrees of accuracy (Celsius), elevated heart rate, respiration rate, shortness of breath, lung congestion, height, and weight. Within seconds, the SymptomSense device provides health status with clear messaging and indicators for screening staff.

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



### Large Carrier Bag

Tasmanian Tiger offers a large-capacity, modular, and customizable deployment bag. Featuring 190-liter volume for gear, clothes, and accessories, the 700 denier CORDURA TT MIL Transporter also has a separate weapons pouch on the side in which the weapon is freely suspended and has a lockable zipper. Built on an aluminum frame trolley with wheels for easy transport, the frame trolley is also removable. Internal fiberglass rods keep the bag laterally stabilized, and a compression strap further secures interior gear. Additional hook-and-loop strips on the outside allow for more pouches to be attached. The interior is customizable with sliding dividers and removeable zipper pockets.

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



### No-Contact Fever Detection Device

In response to the COVID-19 pandemic, Shooter Detection Systems, in partnership with X.Labs, offers Feevr, an artificial intelligence (AI), non-contact thermal imaging technology that detects individuals in a crowd with an elevated temperature. Feevr is an affordable, efficient, handheld or tripod-mounted AI-based system law enforcement can use to screen individuals for elevated temperatures. It quickly screens and detects individuals with an elevated temperature. Utilizing a thermal imaging camera and an AI-based mobile app, Feevr automatically alerts when a scanned person's temperature exceeds a predetermined threshold, allowing for immediate intervention and maintaining physical distance to protect public safety officers from infection.

<https://shooterdetectionsystems.com>



### Handheld Explosives Detector

FLIR Systems, Inc. offers the FLIR Fido X4, the most advanced version of its premium handheld explosives trace detector. The Fido X4 detects a broad range of explosives. Its TrueTrace detection technology features a five-channel sensor array that accurately detects explosives at nanogram to sub-nanogram levels—including military, commercial, and homemade explosives—in as little as 10 seconds. Fido's multiplatform adaptability allows users to switch the device from hand-held operation to unmanned systems. It weighs three pounds; is ergonomically built; has hot-swappable batteries; is designed for extended operations; and has a simplified user interface with video tutorials, user prompts, and color-coded alarms.

[www.flir.com/products/fido-x4](http://www.flir.com/products/fido-x4)



### Rifle Magazines

Mission First Tactical introduces the Extreme Duty Window Magazine (EXDPM556-W). Designed for the AR15/M4, but allowing use with a wide range of non-AR15/M4 platforms, the Extreme Duty Window Magazine is currently available in Black and Scorched Dark Earth and will also be available in colored windows and decorated units in the future. The magazines boast enhanced strength, durability, and reliability. Durable dual-side anti-glare transparent windows, numerical markers, and a high-visibility indicator coil on the spring allow quick visual identification of the remaining rounds. The spring is corrosion resistant, and the four-way, anti-tilt, self-lubricating follower keeps the rounds aligned, virtually eliminating jams.

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



### Firearms

European American Armory Corporation (EAA Corp.), importers of select quality and affordable handguns, rifles, and shotguns, announce new EAA designed Tanfoglio competition-style pistols. EAA's Witness Stock III Xtreme and Witness Stock II Xtreme double-action, semi-automatic pistols are part of their new series of custom Witness pistols. Both models are available in 9mm and .40 S&W and are hand-tuned. The Witness Stock III Xtreme pistol is built with a straight barrel with polygonal rifling for increased accuracy and barrel strength. The internal parts, such as the hammer, guide rod, firing pin, firing pin spring, and hammer spring are designed to perform flawlessly, even under extreme conditions.

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



### Electronic Media Shredder

The FlashEx from Intimus is a rugged, durable shredder designed to quickly, easily, and safely destroy a wide variety of electronic media. FlashEx's has a compact size and quiet operation. Items that can be easily destroyed by FlashEx include cellphones, mini tablets, USB sticks, CDs/DVDs, credit cards, and ID badges. Small items like CDs are fed into a narrow slot. Larger items are fed through a slide open/close feed slot on

the top of the unit. Once an item enters the destruction chamber, heavy steel, claw-style cutters grab it and shred it to particles of only 4mm x 15mm.

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



### Visualization Platform

Hexagon AB introduces HxDR, a cloud-based, digital reality visualization platform. HxDR creates accurate digital representations of the real world through seamlessly combining reality capture data from airborne imagery and laser scans, indoor and outdoor terrestrial scans, and mobile mapping sensors. Users can leverage the complete, accurate, and precise replicas to visualize and share their models within real-world contexts, helping users to make more informed decisions. Users can drag and drop their reality capture files into HxDR, or they can license real-world replicas from Hexagon's collection of towns, cities, and landscapes.

<https://hexagon.com>

# Supporting Innovations in Community-Based Crime Reduction

**COMMUNITY-POLICE PARTNERSHIPS ARE ESSENTIAL FOR LAW ENFORCEMENT TO SUCCESSFULLY ADDRESS CRIME IN COMMUNITIES. OFTEN, THERE ARE BARRIERS TO FULLY IMPLEMENTING EFFECTIVE AND SUSTAINABLE CRIME REDUCTION COLLABORATION AMONG RESIDENTS, POLICE, AND COMMUNITY STAKEHOLDERS (E.G., BUSINESS OWNERS, FAITH-BASED LEADERS, LOCAL GOVERNMENT).**

A meaningful collaborative process with sustained community engagement ensures that community members have a voice in their own public safety and provides the crucial foundation for strong and effective community-police partnerships.

Through thoughtful leadership and collaboration with residents and community partners, police departments can help address crime and improve the quality of life for community members. The Innovations in Community-Based Crime Reduction (CBCR) program—part of the Innovation Suite of Programs at the Bureau of Justice Assistance (BJA), Office of Justice Programs, U.S. Department of Justice—invests in community-level, cross-sector partnerships that use data, evidence, and innovation to create effective crime reduction strategies. CBCR encourages place-based crime prevention and community revitalization strategies to reduce crime and build community-police collaboration. The CBCR program emphasizes a comprehensive approach involving community residents to identify problems and implement solutions that strengthen communities for years to come.

## IACP TRAINING AND TECHNICAL SUPPORT FOR CBCR

The International Association of Chiefs of Police (IACP) plays a crucial role in the implementation of CBCR strategies by working with the grantee sites to develop action plans and implementation tools to not only reduce crime, but also strengthen relationships between the police and the communities they serve. In partnership with the University of Cincinnati (UC) and the University of Nevada, Las Vegas (UNLV), the IACP serves as a BJA-funded training and technical assistance (TTA) provider and utilizes a variety of methods to deliver TTA to support CBCR grantee sites in planning and implementation:

- Customized technical assistance from a robust cadre of subject matter experts across a variety of topic areas
- Site assessments utilizing a SWOT (strengths, weaknesses, opportunities, and threats) analysis approach to enable greater understanding of the assets and needs of each site
- Peer-to-peer learning opportunities between sites through information exchange, networking, and site visits

- Orientation meetings for newly funded CBCR grantee sites
- Ongoing webinar trainings and publications
- Evaluation of early action projects and action plans
- CBCR Connect—an online peer-to-peer community of practice for CBCR grantee sites to network, share resources, and engage in discussions
- Online library of publications, tools, and resources related to community-based crime reduction

The IACP, with UC and UNLV, assist CBCR grantee sites by using a TTA approach that centers on these core community-based crime reduction strategies:

- Place-Based
- Community-Oriented
- Data-Driven
- Partnership-Building

### PLACE-BASED

CBCR grantee sites target a specific geographic area within their community with high levels of crime or certain types of crime in order to most effectively direct resources and positively influence multiple social disorganization factors, such as a concentration of high-risk residents, limited infrastructure, and neighborhood physical conditions. Crime reduction efforts often include identifying the physical conditions that increase the risk of crime, then addressing these targets through assessments and review of land use, code enforcement, and nuisance laws.

### Place-Based Strategy in Action

In Providence, Rhode Island, the “blue house” sat unoccupied on one of the most dangerous blocks in the Olneyville neighborhood. Seeking to transform the block into a safe and vibrant space, the Olneyville Housing Corporation worked with local police and community members to remove the “blue house” and build new affordable housing units in its place. The CBCR grant also supported partnerships that allowed the Rhode Island Equity Zone and United Way to replace derelict properties with energy-efficient, single-family homes, as well as turn foreclosed properties into apartments. Years after the grant period, crime levels have steadily decreased, and this area of Providence is now a welcoming, vibrant community.

### COMMUNITY-ORIENTED

In CBCR, residents and neighbors, alongside law enforcement and criminal justice system partners, are key to keeping

BY

Julie Malear, Project Coordinator; Ryan Samuelson, Program Manager; and Kelly Burke, Senior Program Manager, IACP

communities safe. To catalyze and sustain change, there must be active involvement and leadership by neighborhood residents throughout the process. Understanding residents' views of neighborhood change is critical. Engaging in community-oriented strategies should be driven by local data and needs and should comprehensively address critical issues.

**Community-Oriented Strategy in Action**

Rainier Beach, located in southwest Seattle, Washington, established A Beautiful Safe Place for Youth (ABSPY) in 2013 to protect youth from being both victims and perpetrators of crime. The community-oriented effort resulted in the establishment of a diverse task force of more than 100 community members. Partners devoted time to building the capacity for data-driven problem-solving, such as the Safe Passage project, which addresses youth presence on and around school campuses by strategically locating "place managers" to help manage behavior and reduce conflicts involving youth. As a result of the project's success in reducing crime, the City of Seattle continued to fund the initiative after CBCR funding ended in 2016.

**DATA-DRIVEN**

CBCR grantee sites work with local law enforcement and community stakeholders to conduct a broad examination of crime drivers in hot spots and consider appropriate evidence-based and innovative strategies to address them. Collaborative local partnerships that include research partners can help a community to assess program implementation and intended impacts, as well as gaps in services, strategies, and partners. Law enforcement agencies are required to serve as the lead or a partner for developing strategies and support for hot spot analysis or other data evaluation to inform the CBCR approach.

**Data-Driven Strategy in Action**

The Philadelphia, Pennsylvania, neighborhood of Mantua faced a 20 percent vacancy rate in local housing, which criminals exploited to create an open-air drug market. The Mantua CBCR project sought to turn the tide by strengthening the City Block Captain program and creating connections to city services. This included implementing a four-part training that aimed to develop eyes and ears on the street, identify basic needs of residents, link residents to local services, and

*(Continued on next page.)*

## CBCR Across the United States:

From 2012 to 2017, \$54.7 million worth of federal funds were awarded to 74 communities through this program. Thirteen new sites were chosen in FY18 and fifteen new sites joined in FY19.

**CBCR FY 2018 Sites:**

- 1 Albuquerque, NM
- 2 Philadelphia, PA
- 3 Denver, CO
- 4 Escondido, CA
- 5 Jacksonville, FL
- 6 Miami-Dade County, FL
- 7 Palm Beach County, FL
- 8 Indianapolis, IN
- 9 Suffolk County, NY
- 10 Cincinnati, OH
- 11 Cleveland, OH
- 12 Portland, OR
- 13 Richmond, VA



**CBCR FY 2019 Sites:**

- 14 Baton Rouge, LA
- 15 Indianapolis, IN
- 16 Baltimore, MD
- 17 Southern Counties, ME
- 18 Detroit, MI
- 19 Robeson County, NC
- 20 East Harlem, NY
- 21 Erie, PA
- 22 Lancaster County, SC
- 23 Bessemer, AL
- 24 Philadelphia, PA
- 25 Rapid City, SD
- 26 San Antonio, TX
- 27 Orangeburg, SC
- 28 Milwaukee, WI

(Continued from previous page.)

help improve the visual appearance of their blocks. By the end of the program, residents' use of the Philadelphia 311 service had increased 75 percent. Of the seven original hot spots targeted in Mantua, only two continue to be active crime hot spots.

#### PARTNERSHIP-BUILDING

A strong set of partners and trust between them and community residents are critical for implementing comprehensive strategies in high-crime neighborhoods. CBCR sites work to strengthen cross-sector partnerships and build and enhance trust among partners so they can work effectively with community residents.

#### Partnership-Building Strategy in Action

Chelsea, Massachusetts, received CBCR funds in 2017. Like many other metropolitan Boston communities, it has experienced an uptick in substance abuse violations as a result of the closing of a 450-bed shelter in Boston. The Chelsea Police Department created a task force called The Chelsea Hub, composed of four officers who focus exclusively on building partnerships with business owners, property owners, and residents to address concerns in the area. Task force members, including court personnel, social service workers, city inspectors, business owners, and church staff work together with individuals and families to develop immediate, coordinated, and integrated responses.

#### CONCLUSION

The CBCR program is designed to meet the unique needs of communities with persistent crime problems. By focusing on concentrated hot spots of crime within communities, the CBCR program aims to reduce violent crime, dismantle gang activity, assist communities struggling with drug abuse, and support law enforcement agencies by integrating enforcement strategies into community-based crime reduction efforts. The IACP plays a critical role in the CBCR program by delivering comprehensive TTA focused on helping sites plan and implement place-based, community-oriented, data-driven, and partnership-building strategies to reduce crime, enhance community collaboration, improve community safety, and spur revitalization. ♡

For more information on IACP's CBCR TTA program, visit [theIACP.org/projects/community-based-crime-reduction-training-and-technical-assistance](https://theIACP.org/projects/community-based-crime-reduction-training-and-technical-assistance).

# Preventing and Responding to Targeted Violence



Effectively handling targeted violence requires not only situation response guidance, but also information on trainings and policies dedicated to preparation for and prevention of such incidents. IACP Net provides policies, training information, and other resources from agencies and experts around the globe, all in one place.

The **Main e-Library** and the **Events & Training: Current Events** tab have a wealth of resources in the areas of targeted violence preparation, training, and response. Resources include

- Active Attack Event Response Leadership (#28878)  
*A zero-cost, online training sponsored by the Office of Community Oriented Policing Services*
- Domestic Violence, Firearm Restrictions, and Mass Shooters (#652137)  
*A video from the Center for Evidence-Based Crime Policy*
- Vehicle Ramming: Security Awareness for Soft Targets and Crowded Places (#651213)  
*A factsheet for prevention and response from the U.S. Department of Homeland Security*

The **Policies e-Library** and the **Forms e-Library** showcase the various ways police departments have developed personalized resources and policies surrounding targeted violence. Examples are

- Officer Involved Shootings (#584954)  
*Policy from the Aurora, Colorado, Police Department on personnel involved in a shooting*
- Safe School Information Package (#639600)  
*Emergency Management Plan certification guide for schools from the Chicago, Illinois, Police Department*
- Active Attacker (#652454)  
*Fort Walton Beach, Florida, Police Department's policy for active shooter response*

The IACP Net also features **IACP-produced resources** in the area of targeted violence. Some of these resources include

- Active Shooter (#647546)  
*Active shooter policy documents from the IACP Law Enforcement Policy Center*
- Place-Based Investigations to Disrupt Crime Place Networks (#643765)  
*An article from IACP's Police Chief magazine*

Access these resources and more at [theIACP.org/IACPnet](https://theIACP.org/IACPnet).  
For more information, call the IACP Net team at 800.227.9640.



## TOP IACP BLOG POST

## Reducing Stress Through Mindfulness

Guest post by Hector R. Garcia, Deputy Chief (Ret.)

Officers' psychological and physiological well-being can be affected by work-related stressors, which can lead to strained relationships with their loved ones at home. One increasingly popular practice to combat the stresses of law enforcement and its manifestation in law enforcement families is the practice of mindfulness.



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

### FEATURED ITEM IN IACP MONTHLY APRIL NEWSLETTER



## CRI-TAC Library of Resources

CRI-TAC recently created a searchable COVID-19 Library

of Resources. This one-stop shop allows you to seamlessly access resources to include agency policies, standard operating procedures, fact sheets, press releases, special orders, training documents, and more.

In addition, CRI-TAC is tracking and documenting the impact of COVID-19 on local, state, territorial, campus, and tribal law enforcement—we want to hear from you.



Visit [myIACP.org/COVID19libraryofresources](https://myIACP.org/COVID19libraryofresources) to access the library or send your story to [covid19@theIACP.org](mailto:covid19@theIACP.org).

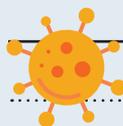
### TOP POLICE CHIEF APRIL ONLINE BONUS ARTICLE



## “Women in Policing: The Numbers Fall Far Short of the Need”

By Ivonne Roman, Chief of Police (Ret.), Newark Police Department, New Jersey

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



## POPULAR IACP RESOURCE

## Law Enforcement Information on COVID-19 webpage



Access COVID-19 resources and more at [theIACP.org](https://www.theIACP.org).

## TWEET



# of the month



When they call, you answer. This week was National Public Safety Telecommunications week. Help us recognize the those who take the first call. Join [@theIACP](https://twitter.com/theIACP) in thanking the police dispatchers. We appreciate you!



## THIS MONTH'S QUOTE



Law enforcement can no longer wait for a crime to be committed, arrest or hospitalize its way to prevention, or simply offer warnings or admonishments to those who make threats. The proactive strategies ... exist to disrupt the pathway to targeted violence so that a tactical response after the first shot is fired will not be necessary.



“Redirecting the Pathway”  
by Dave Okada, Stephen White, and Reid Meloy  
26-31

# Victims' Rights Jurisdiction Profiles

## An Effective Tool in Support of Procedural Justice for Crime Victims

**ALL PROFESSIONALS WORKING WITHIN THE CRIMINAL JUSTICE SYSTEM (LAW ENFORCEMENT OFFICERS, PROSECUTORS, VICTIM SERVICES PERSONNEL, ETC.) ENCOUNTER VICTIMS IN SOME CAPACITY. A FOUNDATIONAL KNOWLEDGE OF VICTIMS' RIGHTS AND COMPREHENSIVE PLANS FOR EDUCATING AND ASSISTING VICTIMS IN EXERCISING THOSE RIGHTS CAN ENSURE BETTER SERVICE AND EXPERIENCES FOR CRIME VICTIMS DURING AND AFTER THEIR ENGAGEMENT WITH THE CRIMINAL JUSTICE SYSTEM.**

Historically, success for law enforcement often meant the arrest of an offender followed by a conviction. However, some victims do not experience case resolutions by these standards and may not see convictions as the only measure of success. Procedural justice promotes a sense of fairness by establishing and maintaining unbiased resource allocation and transparency of the decision-making process and may be the only form of justice some victims receive. Ensuring victims have access to advocacy and support services at every stage of the criminal justice process can augment the positive impact of procedural justice.

Law enforcement professionals—both sworn officers and victim services personnel—play an important role in ensuring that victims understand and can exercise their legal rights. An awareness and understanding of victims' rights established in state constitutions, statutes, rules, and policies and the responsibility to inform victims of these rights enable law enforcement professionals to serve victims more effectively. Informing victims of their rights at the earliest possible contact is critical to victims' ability to make informed decisions about whether and how to exercise those rights.

The COVID-19 pandemic has significantly affected the operational landscape of many law enforcement agencies and partner organizations. In response to large-scale crisis circumstances, it is important that agencies are prepared to function in a variety of challenging and rapidly evolving situations. As part of that functionality, law enforcement agencies are encouraged to review

legal requirements, current policies for notifying victims of their rights, and general policies and practices for victim response that include services to complement and support those rights. While many traditional avenues for access to the criminal justice system have been revised (e.g., virtual court participation, virtual contact with investigators), agencies are encouraged to engage in intentional conversations for the continuation of flexible practices that expand access and increase victim engagement.

Through the Law Enforcement–Based Victim Services (LEV) program, IACP has partnered with the National Crime Victim Law Institute (NCVLI) to develop Victims' Rights Jurisdiction Profiles. These comprehensive profiles are designed to offer

- foundational information related to privacy, confidentiality, and privilege surrounding communication with crime victims;

- exploration of intersections of crime victims' rights and services with other processes, statutes, and funding sources (e.g., ethical codes for advocates, HIPAA, FERPA, FOIA, and VOCA); and
- connections to landmark court decisions such as *Brady v. Maryland* and *Giglio v. United States*, and practices like subpoenas.

These profiles provide information about state-specific statutes and practical guidance around affording meaningful choices to crime victims and ensuring both compliance with and enforcement of victims' rights. Profiles for 13 states are currently available, and 14 additional profiles are anticipated for release by December 2020. In continuation of these efforts, IACP has partnered with Unified Solutions Tribal Community Development Group to develop Victims' Rights Jurisdiction Profiles for identified tribal jurisdictions, as well.

Agencies and law enforcement–based victim services personnel are encouraged to incorporate Victims' Rights Jurisdiction Profiles into their operational landscapes so as to stay informed about victims' rights and policies and practices that support victim engagement. ☺



Webinars, resources, and other tools to help your agency develop or enhance law enforcement–based victim services are now available in one convenient place! For more information on Victims' Rights Jurisdiction Profiles, visit [theIACP.org/projects/law-enforcement-based-victim-services-lev](https://theIACP.org/projects/law-enforcement-based-victim-services-lev).

This project was supported through 2018-V3-GX-K049 awarded by the Office for Victims of Crime, Office of Justice Programs, U.S. Department of Justice. The opinions, findings, and conclusions or recommendations expressed are those of the contributors and do not necessarily represent the official position of the U.S. Department of Justice.

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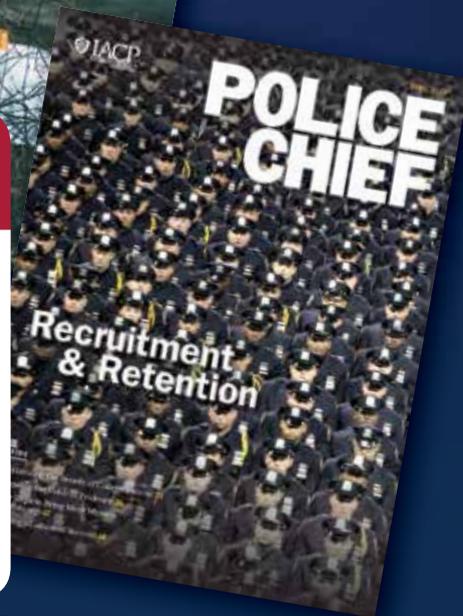
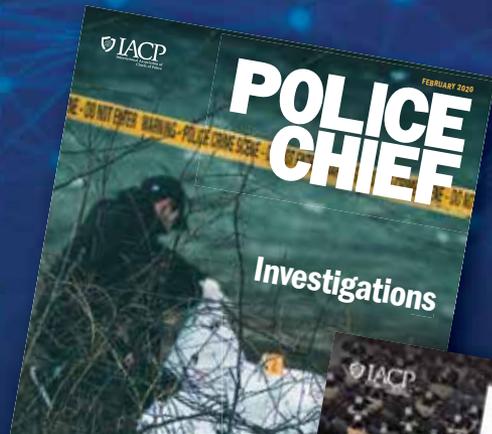
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