

SUBJECT TO DEBATE

A NEWSLETTER OF THE POLICE EXECUTIVE RESEARCH FORUM



**At COPS Office/PERF Meeting,
Police Executives and Union Leaders
Agree on New Officer Safety Policy • See Page 4**

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PERF Wraps Up a Busy, Productive Year

2014 was an eventful and difficult year for the policing profession, and PERF worked to stay on top of the critical emerging issues. Following is a summary of the high points of PERF projects over the last 12 months:

PERF holds “Defining Moments” conference one month after Ferguson shooting

On September 16–17, PERF convened a national meeting in Chicago regarding the “Defining Moments” for police chiefs—the times in chiefs’ careers when their leadership skills are put to the test. PERF was in the midst of planning this meeting when the controversial police shooting in Ferguson, Missouri sparked demonstrations and the most intensive national discussions of policing issues in many years. In a sense, the Ferguson incident, and subsequent controversies about police agencies’ use of force in New York City, Cleveland, and other cities, have become a “defining moment” for the entire policing profession.

At the recommendation of PERF’s Board of Directors, PERF expanded its Defining Moments conference from one day to two days, in order to provide time for a discussion of the Ferguson incident as well as the more general discussions of police chiefs’ individual defining moments.

The conference was covered by a Reuters reporter who spoke with a group of participating chiefs.¹ A brief glimpse of the conference discussion was included in our September/October issue of Subject to Debate.² PERF’s full report on the conference is in production.

1. “Police chiefs pledge more transparency after Ferguson.” Reuters U.S., Sept. 17, 2014. <http://www.reuters.com/article/2014/09/17/us-usa-police-transparency-idUSKBN0HC2IC20140917>
2. http://www.policeforum.org/assets/docs/Subject_to_Debate/Debate2014/debate_2014_sepoct.pdf

In December, PERF President Charles Ramsey was chosen by President Obama to serve as co-chair of a new Task Force on 21st Century Policing.³ Former Assistant Attorney General Laurie Robinson serves as the other co-chair of the task force. The Task Force’s mission is to “strengthen community policing and trust among law enforcement officers and the communities they serve [in the wake of] recent events in Ferguson, Staten Island, Cleveland, and around the country.”

Four other PERF members serve on the 11-member panel: Tucson Police Chief Roberto Villaseñor; Susan Rahr, Executive Director of the Washington State Criminal Justice Training



Philadelphia Police Commissioner Charles Ramsey and former Assistant Attorney General Laurie Robinson flank President Obama at meeting to announce the Task Force on 21st Century Policing.

PHOTO COURTESY OF THE WHITE HOUSE

Commission; Cedric Alexander, President of the National Organization of Black Law Enforcement Executives; and Sean Smoot, Director of the Police Benevolent and Protective Association of Illinois.

PERF also has begun a project in St. Louis County, Missouri, designed to gather a wide variety of community views about possible changes in the type of policing, and the organization of

>> continued on page 2

3. “President Obama Creates the Task Force on 21st Century Policing. White House press statement, Dec. 18, 2014. <http://www.whitehouse.gov/blog/2014/12/18/president-obama-creates-task-force-21st-century-policing>



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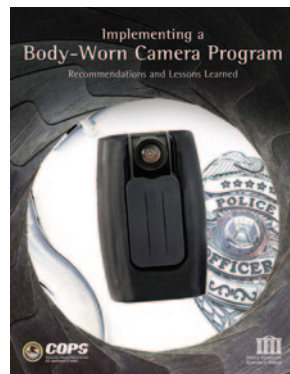
police departments, that residents of St. Louis County would like to see implemented.⁴

PERF and COPS Office issue recommendations on body-worn cameras

In September, PERF and the U.S. Justice Department's COPS Office released *Implementing a Body-Worn Camera Program: Recommendations and Lessons Learned*, a 78-page report that summarizes PERF's research findings and the proceedings of a national conference on the use of body cameras.

The report contains 33 recommendations on key issues, including the circumstances under which officers should be required to activate cameras, and situations in which officers may be required or allowed to turn cameras off, such as interviews of crime victims and casual encounters with community members.

This report has received a significant amount of attention from police departments and the news media, particularly after President Obama cited the PERF/COPS report when he proposed a new grant program to help local agencies acquire body-worn cameras.⁵



PERF convenes conferences on heroin epidemic and changes in marijuana policy

On April 16, PERF held a conference in Washington on two major issues in drug policy: (1) the growing epidemic of heroin abuse and fatal overdoses, and (2) the legalization of marijuana in Colorado and Washington State and legalization of medical marijuana in nearly half of the 50 states.

4. "Study to Examine How St. Louis Region Should Police Itself." St. Louis Public Radio, Nov. 16, 2014. <http://news.stpublicradio.org/post/study-examine-how-st-louis-region-should-police-itself>

5. "Building Trust Between Communities and Local Police." White House press statement, Dec. 3, 2014. <http://www.whitehouse.gov/blog/2014/12/01/building-trust-between-communities-and-local-police>

PERF's "Defining Moments" conference in Chicago

In August, PERF released its Critical Issues in Policing report, *New Challenges for Police: A Heroin Epidemic and Changing Attitudes Toward Marijuana*, summarizing the findings of this project.

With regard to heroin, PERF found many cities and towns are experiencing an epidemic of heroin abuse. In most cases, this begins when people develop an addiction to prescription pain medication such as Oxycodone. These pain pills are often difficult and expensive to obtain on the street, but heroin, which has the same effect on the body, is cheaper and easier to find. To make the situation worse, the purity of today's heroin is as high as 70 to 80 percent, compared to less than 10-percent purity in the past. So many addicted persons are overdosing. In many places, heroin overdose deaths outnumber homicides or motor vehicle fatalities.



The police response to heroin is changing. In addition to focusing on their traditional role of investigating major dealers and sources of heroin distribution, police departments are focusing on addicts. Many departments are outfitting their officers with naloxone—a life-saving nasal spray that reverses the effects of a heroin overdose. PERF's report also explains that police departments often provide the most current data on drug abuse trends, because the public health system's mechanisms for tracking drug abuse are extremely slow, taking years to produce national statistics.

On September 4 in Minneapolis, PERF held a regional meeting of police officials from different jurisdictions, prosecutors, and medical experts to discuss prescription opioid drug abuse and heroin addiction issues. The meeting was covered by the Minneapolis Star-Tribune.⁶

6. "Minnesota heroin summit backs aggressive measures." Minneapolis Star-Tribune, Sept. 5, 2014. <http://www.startribune.com/local/west/274041611.html?page=all&prepage=1&c=y#continue>

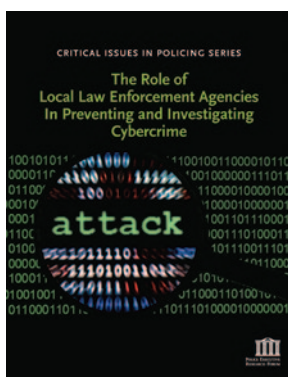
With regard to the legalization of marijuana in Colorado and Washington State, PERF found that police agencies are confronting a variety of new issues because of these laws. For example, most legal marijuana businesses operate on a cash basis, because banks are leery about running afoul of the federal laws against marijuana. Other issues include problems with residents overdosing on marijuana “edibles,” legal issues regarding the seizure of marijuana plants when growers have far more plants than they are authorized to grow, “seepage” of marijuana from Colorado and Washington to other states, and adverse health effects of marijuana, especially on children.

Cybercrime report

In April, PERF released *The Role of Local Law Enforcement Agencies in Preventing and Investigating Cybercrime*, a Critical Issues in Policing report that is one of the first documents to explore local police agencies’ efforts to identify appropriate roles for themselves on cybercrime issues.

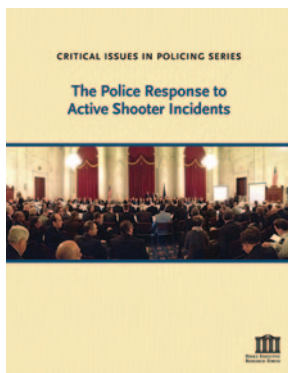
The report identifies significant challenges in addressing cybercrime. First, many cybercrimes are never reported to any police agency. For example, when fraudulent charges are made to a person’s credit card, the bank that issued the card often cancels the charges, so the victim may see no need to contact the police. And there are jurisdictional issues that must be settled if the victim of a cybercrime, the perpetrator, and a financial institution that is involved are located in three different jurisdictions, hundreds or thousands of miles away from each other. Which jurisdiction is responsible for investigating such a case?

The PERF report identified several roles that all local police agencies can take on immediately. Local police can strongly encourage all cybercrime victims to contact the Internet Crime Complaint Center (IC3), which refers information about crimes to the appropriate authorities, and produces national statistics on cybercrime patterns and trends. In addition, local police can educate their community members about the nature of cyber-threats and ways to protect themselves.



Active shooter report

In March, PERF released *The Police Response to Active Shooters*, a Critical Issues in Policing report that summarizes the most recent research on mass shooting events, changes in policy and practices to reduce fatalities, and prevention efforts



with respect to identifying mentally ill persons who may become violent.

Customs and Border Protection releases PERF report on Border Patrol use of force, announces changes in use-of-force handbook

On May 30, Customs and Border Protection Commissioner Gil Kerlikowske released a PERF report⁷ recommending certain changes in policy on the use of force by Border Patrol agents, including provisions restricting use of deadly force against persons throwing rocks, and restrictions on agents’ firing of weapons at moving vehicles. Commissioner Kerlikowske also released revisions in the CPB “Use of Force Policy, Guidelines and Procedures Handbook.”⁸

PERF announces winners of Hayes and Leadership Awards

On May 20, PERF announced that it would present its 2014 Gary P. Hayes Award to Quincy, MA Police Lt. Patrick Glynn for his role in developing an innovative program of training officers to administer naloxone, a life-saving medication that >> continued on page 6



TOP PHOTO: Palestinian Major General Hazem Atallah and Chuck Wexler.

BOTTOM PHOTO: Chuck Wexler, Charles Ramsey and Israel Police Commissioner Yohanan Danino.

7. “U.S. Customs and Border Protection Use of Force Review: Cases and Policies.” <http://www.cbp.gov/sites/default/files/documents/PERFReport.pdf>

8. “CBP Releases Use of Force Policy Handbook and Police Executive Research Forum Report.” CBP press statement, May 30, 2014. <http://www.cbp.gov/newsroom/national-media-release/2014-05-30-000000/cbp-releases-use-force-policy-handbook-and-police>

At COPS Office/PERF Meeting, Police Executives and Union Leaders Agree on New Officer Safety Policy

PERF AND OTHER POLICING ORGANIZATIONS WERE pleased to announce in November that leading police executives and leaders of police labor organizations have reached an agreement on a unified statement calling for the mandatory wearing of motor vehicle seatbelts and body armor in every police and sheriff's department in the United States.

The agreement was reached on November 20 during a conference sponsored by the Justice Department's Office of Community Oriented Policing Services (COPS Office) in Philadelphia, at the offices of the Fraternal Order of Police, Lodge #5.

The statement was approved by leading police chiefs and major police groups, including PERF and the Major Cities Chiefs Association, as well as police labor leaders from many cities and national organizations, including the Fraternal Order of Police (FOP) and the National Association of Police Organizations (NAPO).

The statement¹ notes that in 2012, 38 percent of the 26 officers killed in automobile crashes were not wearing seat belts. And of all the officers who were feloniously killed in the line of duty between 2003 and 2012, 36 percent were not wearing body armor.

"Body armor and seatbelts have been proven to save lives and help reduce injuries to officers," the agreement states. "Yet officers' use of body armor and seatbelts remains dangerously



uneven. That is why we support the mandatory use of body armor and seatbelts in all law enforcement agencies."

Previous attempts to encourage all law enforcement agencies to mandate the use of body armor and seatbelts failed because of concerns that mandatory wear policies might result in officers or their families being denied death or disability benefits if officers were *not* wearing the safety equipment.

The statement specifically addressed that concern, saying that "failure to comply with the policy should not be used by



TOP PHOTO: Camden, NJ Chief Scott Thomson and FOP Executive Director Jim Pasco.

BOTTOM PHOTO: PERF Executive Director Chuck Wexler addresses the group at the conference.

1. The full text of the statement is available at http://www.policeforum.org/assets/docs/Web_Uploads/body%20armor%20and%20seatbelt%20wear.pdf

any police agencies or government entities as a basis for denying death or disability benefits to officers or their families.”

Where necessary, state or federal laws should be amended to ensure that failure to wear body armor or seatbelts is not considered grounds for denying benefits.

The statement also provides that police executives and labor leaders should work together to develop strategies for increasing the use of safety equipment and to provide up-to-date

equipment that meets officers’ needs.

“We owe it to our officers, their families, and our communities to do all we can to keep our officers safe,” the statement concludes. “We believe that mandating body armor and seatbelts can cut the number of officers who die in auto accidents and shootings by nearly half.”

The agreement was the subject of a news article in USA Today.²



FIRST ROW (LEFT TO RIGHT): Philadelphia Police Commissioner and PERF President Chuck Ramsey, FOP National President Chuck Canterbury, COPS Office Director Ronald Davis, and Fort Worth Chief Jeffrey Halstead.

SECOND ROW (LEFT TO RIGHT): Houston Chief Charles McClelland, Baltimore Commissioner Tony Batts, Major Cities Chiefs Association Executive Director Darrel Stephens, and Philadelphia FOP President John McNesby.

THIRD ROW (LEFT TO RIGHT): NAPO Executive Director William Johnson and Miami Beach Chief Dan Oates; Former Baltimore FOP President Robert F. Cherry.

2. “Police union, chiefs call for mandatory armor, seat belts.” USA Today. November 20, 2014. <http://www.usatoday.com/story/news/nation/2014/11/20/mandatory-armor-seat-belts/19326349>



Chuck Wexler, PERF President Charles Ramsey and Jordanian Minister Hussein Al-Majali.

stops the effects of heroin overdoses. The award was covered by the Boston Globe.⁹

PERF also announced that its highest honor, the Leadership Award, would be given to three Middle East police leaders for their efforts, undertaken with assistance from PERF, to hold an unprecedented set of meetings on policing issues of joint concern. PERF presented the Leadership Award to Israeli Commissioner Yohanan Danino and Jordanian Minister Hussein Al-Majali at the Town Hall Meeting in Orlando. PERF Executive Director Chuck Wexler presented the award to Palestinian Major General Hazem Atallah, who was unable to attend the meeting in Florida, at his office in Ramallah.

SMIP continues to break records

PERF's Senior Management Institute for Police continues to be one of PERF's most successful programs, with more than 250 graduates in three classes. Each year SMIP receives far more applicants than can be accommodated. In the coming year, Director of Management Education Tony Narr is planning to update the SMIP curriculum with a new faculty of academic experts and practitioners, who will focus attention on emerging issues for the next decade, such as the role of technology in policing and the growing attention to public perceptions of the "legitimacy" of police agencies.

Seats in the 2015 sessions are filling up quickly. For more information, contact Tony Narr at tnarr@policeforum.org or (202) 454-8316, or visit <http://www.policeforum.org/smip>.

PERF hosts labor/management roundtable discussions

On April 24, PERF brought together 40 police executives and labor leaders to discuss the role that labor/management relationships play in the future of policing. At the request of the participants, PERF applied for and received funding from

9. "Quincy police lieutenant honored for overdose response program." The Boston Globe, May 29, 2014. <http://www.bostonglobe.com/metro/2014/05/29/quincy-police-lieutenant-honored-for-overdose-response-program/ox1en0gVqHOTCLT1y9E1DO/story.html>

the Justice Department's COPS Office for a follow-up meeting, which was held November 20 at the Philadelphia FOP lodge. At this meeting, the executives and labor leaders came to an historic agreement endorsing mandatory-wear policies for body armor and seatbelts by officers.¹⁰ For more about this meeting, see page 4 of this issue of *Subject to Debate*.

Strengthening police legitimacy in Cedar-Riverside, Minneapolis

In February, PERF implemented a project that uses problem-solving policing strategies to reduce crime and increase community members' perceptions that the justice system is legitimate. This project was based in the city's Cedar-Riverside community, which is home to a large population of East African immigrants. The project is a collaborative effort of the Minneapolis Police Department, local prosecutors, and community corrections officials, and has been featured in the Minneapolis Star-Tribune.¹¹

PERF holds 2014 Annual Meeting in conjunction with MCCA and NEIA

PERF's 2014 Annual Meeting, held in San Francisco on May 28–30, tested a new concept: holding PERF's meeting in conjunction with the annual conferences of the Major Cities Chiefs Association and the National Executive Institute Associates. The goal was to minimize logistical issues and make it easier for busy police executives to attend multiple conferences. The 2014 Meeting had a record number of attendees, with more than 500 registrants. After the meeting was concluded, PERF solicited participants' feedback, which was supportive of continuing this approach in 2015. The 2015 PERF/MCC/NEIA Annual Meeting will be held in Phoenix on June 2nd–5th. Registration will open on the PERF website in early 2015.

Gun Violence Research Center

In April, PERF launched the website of the National Gun Violence Research Center, www.gunresearch.org. The Center is a new organization, created by PERF with support from the Joyce Foundation, that serves as a central hub of information about the nature of gun violence and strategies for reducing it. PERF staff members who manage the Center are working with police in Denver, Milwaukee, and the Chicago metropolitan area to document the use of eTrace and NIBIN as investigative tools.

PERF holds regional gun summit in Milwaukee

On September 11, the police chiefs of Milwaukee, Minneapolis and Chicago joined more than 80 other police officials, prosecutors, elected officials, and federal leaders for a regional summit on gun violence, convened by PERF. A press briefing

10. http://www.policeforum.org/assets/docs/Web_Uploads/body%20armor%20and%20seatbelts.pdf

11. "Minneapolis police outreach to Somali community offers a national model." Minneapolis Star-Tribune, July 27, 2014. <http://www.startribune.com/local/minneapolis/268749491.html>

held in connection with the meeting received extensive media coverage.¹²

Procedural justice and community policing for first-line supervisors

In February, PERF conducted a webinar in which 200 participants gave feedback on a new system that helps sergeants and other first-line supervisors to evaluate and improve officers' performance in applying the principles of community policing and procedural justice in their daily work. This project, supported by the COPS Office, is a partnership with police agencies in Minneapolis; Brooklyn Park, MN; Denver; Arlington, TX; and Los Angeles.

Legitimacy/procedural justice papers

In March, PERF released two groundbreaking papers, *Legitimacy and Procedural Justice: A New Element of Police Leadership* and *Legitimacy and Procedural Justice: The New Orleans Case Study*. These papers, developed with support from the Bureau of Justice Assistance, are among the first documents to explain the concepts of legitimacy and procedural justice from the standpoint of police practitioners, rather than academics.

PERF hosts workshop on digital evidence

In July, PERF cosponsored a workshop with NIJ and the RAND Corporation on law enforcement needs in the area of digital evidence. The 24 participants included police digital forensic experts, prosecuting attorneys, a privacy advocate, industry representatives, National Institute of Justice officials, and others. Topics included the process of obtaining, processing, and managing digital evidence; search and seizure rules; chain of custody; discovery; and other issues.

PERF launches project exploring immigration issues on the Texas border

In January, PERF began a project, with support from the Ford Foundation, designed to build partnerships between law enforcement agencies and other organizations to prevent deaths of migrants in desolate parts of the Southwest near the Mexican border. In July, PERF staff members traveled to South Texas to speak with county and federal law enforcement officials and humanitarian groups working in areas where many migrant deaths have occurred in recent years.

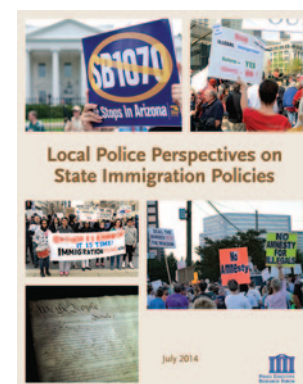
"Future Trends in Policing" report

In June, PERF and the COPS Office released *Future Trends in Policing*, a report that highlights several issues affecting the future of police agencies, including the advent of new technologies, police partnerships with other organizations,

crime-fighting strategies such as predictive analytics, and changes in the organizational structure of police agencies.

Report released on state immigration laws and policing

In July, PERF released *Local Police Perspectives on State Immigration Policies*, a report that explores the experiences of police agencies in four states (Arizona, Alabama, California, and Virginia) that passed state laws requiring certain roles for local police with regard to enforcement of federal immigration laws. The laws varied; California's, for example, provided more rights to undocumented immigrants than they had before the law was enacted, while others focused on stricter enforcement.



PERF releases report on civilians in policing

In May, PERF completed *Civilian Staff in Policing: An Assessment of the 2009 Byrne Civilian Hiring Program*. This report examines the results of DOJ's 2010 Byrne civilian hiring program and the effects of the program on law enforcement agencies and crime rates. It also provides a picture of the state of civilianization in policing and issues associated with the hiring, retention, uses, and performance of civilians.

Management Services Division

PERF's Management Services Division has completed numerous studies in 2014, including a large-scale review of the Houston Police Department. Other studies have been completed for Miami Beach; Fort Worth, TX; Fayetteville, NC; Elk Grove, CA; Edmond, OK; Bellevue, WA; Old Brookville, NY; and the University of Vermont Police Services. Other major projects have been launched, including studies for Nassau County, NY; Tallahassee, FL; and Dauphin County, PA.

Executive Search

PERF's Executive Search in 2014 has completed successful searches for the cities of Miami Beach, FL; Chattanooga, TN; and Grand Rapids, MI; and is currently conducting searches for Fort Pierce, FL and Bellevue, WA.

12. See, for example, <http://fox6now.com/2014/09/11/sharing-ideas-leaders-from-milwaukee-minneapolis-chicago-look-for-ways-to-curb-gun-violence/>, <http://minnesota.cbslocal.com/video/8163583-minneapolis-milwaukee-mayors-hold-gun-summit/>, and <http://www.startribune.com/local/minneapolis/274845751.html?page=all&prepage=1&c=y#continue>



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