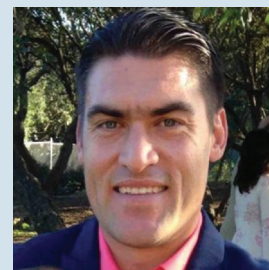


# SUBJECT TO DEBATE

A NEWSLETTER OF THE POLICE EXECUTIVE RESEARCH FORUM

**Preventing Mass Shootings:  
The Santa Cruz Approach • SEE PP. 8-9**



Santa Cruz, CA Police Chief Andrew Mills (LEFT) and Santa Cruz Officer Bradley Burrueal (RIGHT)

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## PERF Welcomes Four New Board Members


FOUR POLICE EXECUTIVES HAVE JOINED THE PERF Board of Directors:

- **Tempe, Arizona Chief Sylvia Moir** has been elected Vice President. Chief Moir has led the Tempe Police Department since 2016. She also served as the police chief in El Cerrito, California from 2010 to 2016 after rising through the ranks with the Sacramento Police Department.
- **Volusia County, Florida Sheriff Michael Chitwood** has been elected Secretary. Sheriff Chitwood has served as the elected sheriff in Volusia County since January 2017. He was the police chief in Daytona Beach, Florida from 2006 to 2016 and was chief in Shawnee, Oklahoma from 2005 to 2006. Sheriff Chitwood began his career with the Philadelphia Police Department, where he worked in the patrol, tactical, narcotics, and detective divisions.
- **Clearwater, Florida Chief Daniel Slaughter** has been elected as a board member at-large. Chief Slaughter has spent his entire 26-year career with the Clearwater Police Department, including stints commanding the Special Operations Section and the Patrol Division before being appointed chief in 2014.



- **London Metropolitan Police Commissioner Cressida Dick** has been appointed the ex-officio board member. Commissioner Dick was selected to lead the Met in February 2017. She had previously served in the Metropolitan Police from 1983 to 2015, rising to the rank of assistant commissioner. From 2015 to 2017 she served as a director-general in the United Kingdom's Foreign Office.



PERF is grateful to Montgomery County, Maryland Chief Tom Manger, retired Seattle Chief Kathy O'Toole, retired Denver Chief Robert White, Miami Beach Chief Daniel Oates, and retired Garda Síochána Commissioner Nóirín O'Sullivan for their service on the PERF Board. 



PERF Board Members Dan Slaughter, Michael Chitwood, James O'Neill, Sylvia Moir, Richard Ross, Chris Magnus, and Scott Thomson

# Town Hall Meeting Participants Discuss Whether, and When, to Release Body-Worn Camera Footage

PERF'S TOWN HALL MEETING, HELD ON OCTOBER 7 in Orlando, Florida, began with a discussion about releasing body-worn camera (BWC) video footage after officer-involved shootings and other critical incidents. Police agencies differ in their policies and approaches to releasing BWC videos to the public and the news media. In many jurisdictions, BWC footage is subject to state or local Freedom of Information Act (FOIA) regulations. But there appears to be a general trend toward release of BWC video, and many agencies are releasing the video more promptly than in the past.

*At the Town Hall Meeting, participants watched videos that were recently released by two agencies:*

- In Richmond, Virginia, Police Chief Al Durham held a press conference on May 25 in which he showed the raw footage of an officer-involved shooting that had occurred 11 days earlier.<sup>1</sup> Marcus Peters, a high school science teacher, was shot when he lunged at an officer after behaving erratically and removing his clothes near an Interstate highway. An investigation by the Office of the Commonwealth's Attorney for the City of Richmond later found that Peters had THC and Ritalin in his body at the time of his death.<sup>2</sup>
- In Los Angeles, the LAPD on July 25 released BWC video of a nonfatal officer-involved shooting that had occurred on June 9.<sup>3</sup> Officers responded to a call from a woman who said her brother had just stabbed her boyfriend in the face and that her brother was "going crazy right now and we can't control him." A video produced by the LAPD combines BWC footage of the incident with commentary by LAPD officials and other materials.

*Richmond Chief Al Durham, LAPD Chief Michel Moore, and other participants at PERF's Town Hall Meeting shared their ideas about how and when police should release body camera footage.*

## **RICHMOND, VIRGINIA CHIEF AL DURHAM:** **Releasing BWC Footage** **Helped Reassure Our Community**

The evening of this incident, the news headlines said: "Unarmed, naked man killed by the Richmond Police Department."<sup>4</sup>

1. "Fatal I-95 shooting: Richmond Police release graphic body camera video." [https://www.youtube.com/watch?v=S2FcYz\\_YZ2s](https://www.youtube.com/watch?v=S2FcYz_YZ2s)

2. "Use of Force Investigation and Analysis: Interstate 95 Shooting – May 14, 2018." Office of the Commonwealth's Attorney – City of Richmond. <https://localtwvtvr.files.wordpress.com/2018/08/final-uof-report-peters.pdf>

3. "Critical Incident Video Release NRFO38-18 HBK." <https://www.youtube.com/watch?v=ngtx7bz7cOw>

4. "He taught teenagers all day Monday. That evening, he was shot by police responding to his bizarre behavior. His grieving family is trying to understand why." *Richmond Times-Dispatch*, May 17, 2018.

Under our policy, the chief of police can release any body-worn camera footage. But I was concerned that, if I released footage once, I would set a precedent and have to release it in the future as well.

After a few days of hearing concerns from the community about this shooting, I let my mayor know that I planned to release the video. I decided to release the footage at an hour-long press conference.

After the video was released, it was like a weight was lifted off the Richmond Police Department. The community saw what had happened, and they understood that the headline they read that first day didn't tell the whole story. Releasing the video was the best thing we could have done. But I recognize that I'm going to have to be as transparent in the future.

## **LOS ANGELES CHIEF OF POLICE CHIEF MICHEL MOORE:**

### **All Local Police Agencies in California Will Be Required to Release BWC Footage**

There has been a sea change in Los Angeles and the state of California about releasing videos and other digital evidence in use-of-force cases. Historically, the LAPD did not release video evidence. We would release a statement with the names of the involved officers within 24 hours of the incident, and an evaluation of the tactics within a year.

But a year and a half ago, our police commission asked us to develop a policy for releasing video evidence in officer-involved shooting cases. The New York University School of Law conducted a study of the issue for us, which included a review of policies across the country. After reviewing the study, we determined that we would release videos of officer-involved shootings within 45 days of the incident, with whatever contextual information we had.

Now, our governor has signed a bill that will require all local law enforcement agencies to release video footage within 45 days, unless doing so would interfere with an active investigation.<sup>5</sup>

5. "Governor Signs 2 Bills Ending Decades of Police Records Secrecy." *Times of San Diego*, October 2, 2018. <https://timesofsandiego.com/politics/2018/10/01/governor-signs-2-bills-ending-decades-of-police-records-secrecy/>





#### **LOUISVILLE DEPUTY CHIEF MIKE SULLIVAN:**

##### **We Find It Beneficial to Release BWC Video**

Within 72 hours of an officer-involved shooting, we release the video footage on all our social media platforms and at a press conference.

The quick release has been beneficial to us. We lost the narrative before this, and now we can manage it. And the community and the media know what to expect when these incidents happen.



#### **NEW ORLEANS SUPERINTENDENT MIKE HARRISON:**

##### **We Have a Protocol for Deciding Whether to Release Video, So the Media Know What to Expect**

About three years ago, we created a timeline for releasing video footage. After a police-involved shooting, the head of internal affairs, the city attorney, the district attorney, and the U.S. Attorney meet to discuss the video and make a recommendation to me within seven days about whether it should be released. And then I decide within a couple days whether to agree or disagree with their recommendation.

When I have the first press conference to discuss an incident, I let everyone know that we have enacted our critical incident video release policy, so the media knows when they might expect to see the video. We have released about six videos of police-involved shootings under this policy, and in most cases it didn't take the full nine days for it to be released.



#### **DURHAM, NC CHIEF C.J. DAVIS:**

##### **A North Carolina Law Requires a Court Order For Police to Release Video Footage**

Two years ago, the state of North Carolina passed legislation preventing law enforcement audio and video recordings from being released without a court order.<sup>6</sup> That means that any request from a community member for body camera footage from a community member, or anyone else, has to be approved by a judge. There have been a few incidents where I felt releasing video footage might have



helped quell some of the unrest in the community related to a shooting incident.

I don't think there's a cookie-cutter approach to this issue. Every circumstance is different. In some situations, I don't think it would be wise to prematurely release video footage. But in other cases, I think releasing video footage and other evidence could help convey key facts to the public, as long as the release does not jeopardize a pending investigation.

#### **NYPD COMMISSIONER JAMES O'NEILL:**

##### **I Believe Releasing Video Footage Builds Community Trust and Keeps Cops Safer**

We released video footage of four officer-involved shootings, and then the Patrolmen's Benevolent Association stepped in with a lawsuit against us. We now have a court order preventing us from releasing any additional officer-involved shooting videos, at least until the case goes back to court.

I hope that the union sees the light on this issue. I think releasing video footage builds trust with the community and keeps our cops safer, because people have the opportunity to see what we do every day.

I think back to something [retired Philadelphia Police Commissioner] Chuck Ramsey said at one of the first PERF meetings I attended: "We have to move forward and evolve; otherwise we're going to go back to the environment we saw after Ferguson in 2014."

We need transparency. We need to let people walk in our shoes and see what our cops face daily. I understand some of the privacy concerns, but I think this is a big part of moving forward from 2014.



#### **TUCSON CHIEF CHRIS MAGNUS:**

##### **We Need to Explain the Context, Because Videos Don't Tell the Entire Story**

We've found that camera footage doesn't tell the whole story of what officers were experiencing when they decided to use force. So we try to push back against the narrative that what you see in the body camera footage is going to be the definitive account of what happened. Officers may perceive things that are out of the camera frame, and they may have information that doesn't appear on camera.

That's why I like the approach the LAPD is taking in providing context to the videos. We need to share the rest of the information as well.



6. "It's now up to judges to release police body cam footage. Here's how that's going." *The News & Observer*. March 9, 2018. <https://www.newsobserver.com/news/politics-government/state-politics/article204290209.html>

# CBP Commissioner Kevin McAleenan Cites Progress on Use of Force, Transparency, Accountability, and Public Trust

*At PERF's Town Hall Meeting, U.S. Customs and Border Protection Commissioner Kevin K. McAleenan discussed CBP's progress on reducing use of force by its officers and agents, beginning with a 2012 study conducted by PERF:*

Customs and Border Protection was in a tough situation in 2012. We had 55 uses of force involving a firearm by our officers that year, with several high-profile cases, and other significant challenges across our mission. And we had a policy of not talking about use of force, and we didn't have any investigative capability to look at our use-of-force cases. We had to wait for other agencies to complete their investigations. So we were considered very lacking in transparency about use of force and what we were doing about it.

**PERF report:** So how do we address all that? We needed to get some good advice, and the first thing we did was reach out to PERF. PERF did a pretty comprehensive report.<sup>7</sup> It was pretty stinging, to be candid. But the PERF report helped create momentum for the cultural shift that we needed to make internally. We needed to make changes on everything from our training and policy to how we spoke about use of force to the public.

**Gil Kerlikowske's role:** Then we benefited from getting Gil Kerlikowske on board as our commissioner in 2014. A lot of you know him; he's a legend in law enforcement, having served as chief in Seattle and other departments. And he recognized that we were in a crisis in terms of maintaining the public's trust.

So we started tackling it systematically. We had the recommendations we got from PERF, and a second panel, the CBP Integrity Advisory Panel, gave us some amplifying guidance.<sup>8</sup> That panel included a lot of names

you'll recognize – Bill Bratton, Karen Tandy, Robert Bonner, and others.

**Border Patrol directive on safe tactics, and scenario-based training:** We had the chief of the Border Patrol go out and tell the men and the women in the field that using safe tactics was a priority.<sup>9</sup> It's not just about catching people, it's about using safe tactics in those engagements. Giving that clarity to the rank and file was really the fundamental first step. Then we needed to write it all down, our changes in policing, training, and equipment.<sup>10</sup> We revamped our training, and increased it from 66 days to 117 days at the Border Patrol academy.

And we've filled that training time with scenario-based training to really stress and test the judgment and decision-making skills of our men and women before we put them out on that line.

**Transparency:** And as for increasing our transparency, we watched a lot of the major city police departments and how they engage in these issues. Now we aim to put out a statement within a few hours of any incident, to have a press conference within 24 hours, and we provide updates on the progress of the investigation in concert with state and local agencies and usually the FBI. And at the end of the investigation, we make sure we tell the public what happened. These were all new steps for us.

**Investigations and lessons learned:** We established a review process. We got authority from then-DHS Secretary Jeh Johnson to empower our Office of Professional Responsibility to investigate use-of-force incidents. And a use of force is not necessarily a misconduct incident, but it's often something to be learned from, especially if it involves a firearm. You want to make sure you're following up on training and tactics, to ensure that policy



CBP Commissioner Kevin McAleenan

7. "U.S. Customs and Border Protection Use Of Force Review: Cases and Policies." Police Executive Research Forum. February 2013. <https://www.cbp.gov/sites/default/files/documents/PERFReport.pdf>

8. "Final Report of the CBP Integrity Advisory Panel." Homeland Security Advisory Council, March 15, 2016. [https://www.dhs.gov/sites/default/files/publications/HSAC%20CBP%20IAP\\_Final%20Report\\_FINAL%20\(accessible\)\\_0.pdf](https://www.dhs.gov/sites/default/files/publications/HSAC%20CBP%20IAP_Final%20Report_FINAL%20(accessible)_0.pdf)

9. "Memorandum for All Personnel." Michael J. Fisher, Chief, U.S. Border Patrol. March 7, 2014. <https://www.cbp.gov/sites/default/files/documents/Use%20of%20Safe%20Tactics%20and%20Techniques.pdf>

10. "Use of Force Policy, Guidelines and Procedures Handbook, Office of Training and Development HB 4500-01C." U.S. Customs and Border Protection, May 2014. <https://www.cbp.gov/sites/default/files/documents/UseofForcePolicyHandbook.pdf>

is being followed. And the policy often can be more detailed than the Constitutional standard.

When we learn something from an incident, we report out the results of that. We have a national use of force review board. We've already published 21 examples of use-of-force reviews.<sup>11</sup> We're going to have several coming out in the coming weeks, and some of those will involve cases where policy was not followed perfectly, and we're going to have that self-critical moment in the public about those incidents. We think that's an important part of the process as well.


And lastly, we've sought to institutionalize these changes. The head of our Law Enforcement Safety and Compliance Directorate is here, Austin Skero. Austin

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11. "CBP Use of Force Case Summaries." U.S. Customs and Border Protection. <https://www.cbp.gov/newsroom/stats/cbp-use-force/case-summaries>

oversees this process, from the training to the tactics to the equipment and the follow-up and review of cases.<sup>12</sup>

**Results:** The results are pretty stunning. In 2012 we had 55 uses of force with firearms. In 2017 we were down to 17, and in Fiscal Year 2018 just completed, we had 15. And this is an agency that made 600,000 arrests, 1 billion encounters with members of the public, and over 850 assaults recorded on our agents and officers.

So we think we're making progress. It requires a continued effort, but we really appreciate, Chuck, your advice and PERF's report. All of the progress we've made is due in large part to the foundation you helped us build. 

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12. See "Law Enforcement on a Constitutional Scale." CBP Frontline. <https://www.cbp.gov/frontline/cbp-use-force>

## FBI Director Christopher Wray Calls for Emphasis on Cyber Crime

*At PERF's Town Hall Meeting, FBI Director Christopher Wray addressed several topics, including the need at all levels of the law enforcement profession for more cybercrime investigators:*

We need to improve the level of cyber and digital proficiency throughout the profession. We hear a lot of talk about the need to recruit more cyber-sleuths and people with STEM backgrounds (Science, Technology, Engineering, and Math) to law enforcement, and we do need to do more of that.

But the reality is that even Silicon Valley can't recruit enough of those people. So we have to figure out a way to better train our profession. At the Bureau, we're putting more emphasis on that training, and we'd like to find more ways for us to leverage that with state and local law enforcement.

Some of that is learning by doing. One example is Operation Wellspring in Utah<sup>13</sup>. One of the things I really like about Operation Wellspring is that folks are learning by doing. Local public safety officials are working side-by-side with FBI cyber agents and analysts.


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13. For details, see the PERF/BJA report, "The Utah Model: A Path Forward for Investigating and Building Resilience to Cyber Crime." <https://www.policeforum.org/assets/UtahModel.pdf>



**LEFT:** FBI Director Christopher Wray

**RIGHT:** PERF President Scott Thomson welcomed Director Wray and other speakers at PERF's Town Hall Meeting.

These local law enforcement officials are then able to go after cyber-enabled crimes that fall below the level that feds would generally take, but above the level that many local agencies currently have the bandwidth to tackle. This is a way for local police to take on big cases, and also train people along the way, so they can tackle that category of crime. 



# PERF Report Offers Best Practices on Homicide Investigations and Clearance Rates

PERF RECENTLY PUBLISHED A NEW REPORT, *Promising Strategies for Strengthening Homicide Investigations*, which presents findings and recommendations from a review of homicide investigations in five police agencies.<sup>14</sup>

At PERF's Town Hall Meeting, Jessica Toliver, PERF's lead researcher on this project, shared some of the key issues raised in the report.

## PERF DIRECTOR OF TECHNICAL ASSISTANCE JESSICA TOLIVER: Cities with Many Homicides and Low Clearance Rates Face Many of the Same Challenges

With support from the Bureau of Justice Assistance, PERF conducted assessments of homicide investigation policies and practices in five agencies (Baltimore, Cleveland, Houston, Miami, and Pittsburgh) that were experiencing increasing homicide rates and declining clearance rates.

We found that many of our recommendations were consistent across all five sites, so we compiled the recommendations into a guidebook that other agencies can use to improve their own homicide investigations. The guidebook also documents a meeting we held with people from those agencies and other experts, where participants shared promising practices.

The guidebook focuses on seven key areas we identified:

- Written policies and procedures
- Detective selection process
- Investigations training

- Homicide unit staffing and caseload management
- Supervision, accountability, and oversight
- Internal and external coordination
- Homicide unit equipment and technology.

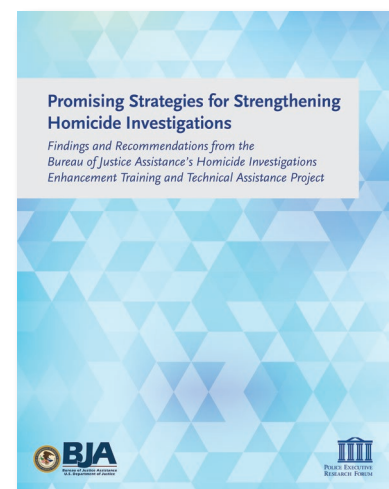
I'd encourage everyone to look through the guidebook as you assess your own homicide investigation policies and practices.

## UNIVERSITY OF MARYLAND PROFESSOR EMERITUS CHARLES WELLFORD:

### Clearance Rates Are Driven by Police Practices More Than by External Factors

In the 1960s, American police were clearing homicides at a rate of about 90 percent. That rate declined fairly steadily, to the point where the homicide clearance rate is now around 60 percent.

That has happened while police have improved training and technology and homicides have declined. One would have expected those advancements to drive homicide clearance rates up.



**FAR LEFT:** PERF Director of Technical Assistance Jessica Toliver

**LEFT:** University of Maryland Professor Emeritus Charles Wellford

14. <https://www.policeforum.org/assets/homicideinvestigations.pdf>



**ABOVE:** 2018 PERF Town Hall Meeting in Orlando

**LEFT:** Charles Ramsey, retired Philadelphia Police Commissioner



There are some large agencies that regularly do an exceptional job, clearing 80 to 90 percent of their homicide cases. We should be looking at what those agencies are doing and see if their practices can be replicated in agencies with lower clearance rates.

Recent studies have consistently found that differences in clearance rates are largely driven by agencies' internal factors, meaning their policies and practices and organizational characteristics, rather than external factors, like differences in the types of cases or the level of community cooperation.

There are a lot of internal factors, but I'd like to highlight two. The first is staffing. High-performing agencies generally assign only three or fewer cases per detective per year. (But I should add that it's not a silver bullet to add more detectives to raise your clearance rates. There are low-performing agencies that have only three or four cases per detective.)

The second internal factor is leadership. In high-performing agencies, leaders consistently make a priority of clearing homicides, and they demonstrate it in almost everything they do. Chiefs have to address a wide range of issues, but in high-performing agencies, we see that the chief and the deputy chief in charge of investigations consistently reinforce to the department that clearing homicides is a major priority for the agency.

### **CHARLES RAMSEY, RETIRED PHILADELPHIA POLICE COMMISSIONER:**

#### **Here Are Four Tips for Improving Clearance Rates**

There are a few things that I think are important to improving homicide clearance rates. One is the training we give our officers, who are the first responders on the scene. They need to do more than just hang yellow tape and keep people from going into the scene. They also need to be alert and grab witnesses or potential witnesses.

Another important thing is the quality of your mobile crime lab, and their ability to thoroughly process a scene. They should have the right equipment, the right training, and all the other things they need, so that you have all the forensic evidence you need if you do get a suspect into custody.

When I came to DC in 1998,<sup>15</sup> we had some good homicide detectives and some who just weren't that good. I remember seeing one of our homicide detectives who used to dress to the nines, with alligator shoes and everything. I thought, "This guy isn't going to walk through a crime scene at night." I looked at his clearance rate and, sure enough, it was terrible.

So I needed to get rid of some of that deadwood and bring in some quality detectives, which helped tremendously. But there are some jurisdictions where, because of contracts, you can't make wholesale changes in certain units. Those things can hamper your ability to improve.

The final point I'd make is that we need to look at how hard we work nonfatal shootings. The only difference between a nonfatal shooting and a homicide is marksmanship. We've got to be able to thoroughly and aggressively investigate shootings, because today's nonfatal shooter will likely be tomorrow's murderer.



15. Before serving as Commissioner of Police in Philadelphia from 2008 to 2016, Ramsey served as chief of the Washington, DC Metropolitan Police Department from 1998 to 2007.



# Mass Casualty Threat Assessment and Prevention: Moving Beyond Guessing

By Chief Andrew Mills and Officer Bradley Burrue, Santa Cruz, CA Police Department

**POLICE PERSONNEL SPEND COUNTLESS HOURS training on active-shooter response, but little time learning how to *prevent* such events. And yet active-shooter incidents often occur so quickly that they are over before the police arrive. So our mission must include preventing these attacks.**

In Santa Cruz, we recently experienced an event that made us think about how our officers and investigators respond to threats, or to reports from citizens who are fearful that a person they know may become a shooter.

Ralph, an 11-year-old boy (not his real name), was upset at fellow students. He became enraged and threatened to kill a fellow student by name. He then appeared to have an emotional breakdown, tearing up the classroom and barricading himself, while the teacher efficiently evacuated students to safety. Officers arrived on scene and deescalated the situation.

The next day at an operational debrief, a member of our command staff inquired about the severity of the threat and what kind of follow-up was being conducted to ensure school safety. We realized there was no measuring stick to determine the validity of a school threat. In this case, officers got consent to search Ralph's home and found a loaded 9mm handgun. Still, we lacked the ability to determine if there was a genuine threat. Not all people with access to a gun pose a risk of becoming a shooter.

## Active Shooter Characteristics

After the event with Ralph, Santa Cruz police began the process of researching how to conduct an accurate threat assessment. We believe that officers need a process or a plan to analyze the severity of threats based on behavioral evidence. We do not want officers to merely *guess* if the person is the next shooter.

**We learned that often, active shooters follow a path of behaviors<sup>16</sup>, and if those behaviors are identified quickly enough, there is the potential to prevent shootings in schools, places of employment, and other locations.**

Characteristics common to active shooters include:

- **Stressors:** According to a new FBI study of 63 mass shooting incidents in which background information about the shooters was available (such as interviews of family members or neighbors, school or employment records, or writings by the shooter), the shooters had an average of 3.6 major stressors in their life in the year before they

attacked.<sup>17</sup> The most frequent stressors were mental health problems, financial strain, job-related conflicts, conflicts with peers or friends, and marital problems.

- **Concerning behaviors:** The FBI study found that on average, each active shooter displayed 4 to 5 “concerning behaviors” that were observable to others. These behaviors included “leakage of intent” (communication to a third party of the shooter’s intent to harm another person); indications of depression or other mental health concerns; an unusual amount of discord in relationships with family, friends, or colleagues; and indications of confused or irrational thought processes.
- **Who noticed the concerning behaviors:** In *every one* of the 63 mass shootings studied, at least one person had noticed a concerning behavior by the shooter. In 92 percent of the shootings by students, fellow classmates had noticed one or more concerning behaviors.
- **Planning and preparing for the attack:** 77 percent of shooters spent at least a week planning for the attack (deciding to engage in violence, selecting targets, and conducting surveillance), and 46 percent spent at least a week actually preparing for the attack (such as buying a firearm, ammunition, or body armor). The FBI cautioned that in the cases where active shooters spent little time planning and preparing for their attack, it did not mean that warning signs of an escalating grievance did not exist. Rather, the plans in many instances could be made quickly because “active shooters tended to attack places already familiar to them.”
- **Random and targeted victims:** 37 percent of the active shooters targeted victims randomly; in the remainder of cases, the shooters targeted specific individuals or a mix of specific individuals and random persons.

## New Procedure and Training

Based on research from the FBI and publications from the U.S. Secret Service,<sup>18</sup> National Institute of Justice,<sup>19</sup> and academic journals,<sup>20</sup> the Santa Cruz Police Department

16. “Active Shooter Characteristics: 5 Law Enforcement Takeaways from the FBI Study.” Lexipol, August 3, 2018. <https://www.lexipol.com/resources/blog/active-shooter-characteristics-5-law-enforcement-takeaways-from-the-fbi-study/>

17. “A Study of the Pre-Attack Behaviors of Active Shooters in the United States Between 2000 and 2013.” FBI. June 2018. <https://www.fbi.gov/file-repository/pre-attack-behaviors-of-active-shooters-in-us-2000-2013.pdf/view>

18. “Mass Attacks in Public Spaces – 2017.” U.S. Secret Service, National Threat Assessment Center. March 2018. [https://www.secretservice.gov/forms/USSS\\_NTAC-Mass\\_Attacks\\_in\\_Public\\_Spaces-2017.pdf](https://www.secretservice.gov/forms/USSS_NTAC-Mass_Attacks_in_Public_Spaces-2017.pdf)

19. Threat Assessment: An Approach to Prevent Targeted Violence.” National Institute of Justice. 1995. <https://www.ncjrs.gov/App/Publications/abstract.aspx?ID=155000>

20. “Threat assessment: Defining an approach for evaluating risk of targeted violence.” Borum, Randy et al. <https://onlinelibrary.wiley.com/doi/abs/10.1002/%28SICI%291099-0798%28199907%2F09%2917%3A3%3C323%3A%3AID-BSL349%3E3.0.CO%3B2-G>



developed a new procedure to ensure thorough follow-through when a potential threat is identified.

This tool asks officers to consider 12 questions:

1. What **motivated** the subject to make the statements or take the action that caused him/her to come to our attention?
2. Was there a **triggering event** (recent or historical) that caused the person to make threats?
3. What has the subject **communicated** to anyone concerning his/her intentions?
4. Has the subject shown **an interest in targeted violence**, perpetrators of targeted violence, weapons, extremist groups, or murder?
5. Has the subject engaged in **attack-related behavior**, including any menacing, harassing, and stalking-type behavior?
6. Does the subject have a history of **mental illness** involving command hallucinations, delusional ideas, or feelings of persecution?
7. What is the level of the subject's **organizational skills**? Is he/she capable of developing and carrying out a plan?
8. Has the subject experienced a **recent loss** or loss of status, and had this led to feelings of desperation and despair?
9. What is the subject **saying**, and is it consistent with his/her actions?
10. Is there **concern among those who know the subject** that he/she might take action based on inappropriate ideas?
11. What factors in **the subject's life and environment** might increase/decrease the likelihood of the subject attempting to attack a target?
12. Does the subject possess or have access to **weapons**?

## A Change in How Officers Think About Threats

Unlike criminal cases, where officers build a case around the suspect and collect evidence for a conviction, mass casualty threat assessment seeks objective information to dispassionately determine the seriousness of a threat. **Changing officers' mindset from a competitive approach (build the criminal case) to a more analytical and objective approach is a shift in thinking and process for detectives and officers.** This is a key that the police executive should stress in training.

**We rolled out the new threat assessment protocol with a training curriculum consisting of about 4 hours of classroom-based instruction.**<sup>21</sup>

## A Disgruntled Worker

Shortly after training our personnel on the new protocol, we had an opportunity to test it in action.

Sam (not his real name), an employee going through a disciplinary process, raised red flags for managers, fellow employees and legal representatives. Santa Cruz police became aware of these concerns when the Human Resources department at Sam's place of employment asked for a police officer to "stand by" during an appeal hearing.

As we learned more about Sam and his behaviors, our level of concern grew. Using our new assessment tool, officers found that Sam had seven documentable stressors in his life. There were 20 firearms registered to him. Roommates reported that he was acting bizarrely, including arming himself while "chasing demons." He had mentioned that he was angry at his boss for being terminated, although he did not speak of it often. As far as we could tell, Sam had not conducted pre-operational surveillance of the workplace or made a threat to coworkers. But he exhibited enough warning signs for us to believe that there was a potential for him to be a mass casualty subject.

We obtained a gun violence restraining order (GVRO), and we gathered a team and stopped him away from his house. He submitted to our requests and allowed us to temporarily seize his guns and refer him to counseling.

Was Sam going to be an active shooter? We don't know. But as chief I would rather prevent a shooting than respond to one. Mass casualty threat assessment training for our officers is a good start.

## Eliminating the Guesswork

**Threat assessments must be more than a gut feeling or hunch. Our officers need a plan that guides them in the examination of behavioral factors that are common among shooters.** Our mass casualty threat assessment tool will evolve as we have opportunities to refine it. We may not be able to prevent the next mass casualty incident, but we can do everything within our power to try. Moving from guessing to assessments based on research and experience is a good first step.



**Andrew Mills** was appointed chief of the Santa Cruz (CA) Police Department in 2017 after four years as chief at the Eureka (CA) Police Department. Previously, he was with the San Diego Police Department for nearly 30 years. In 1999, then-Sergeant Mills won PERF's Gary P. Hayes Memorial Award. Follow Chief Mills via his blog at <https://chiefmills.com/>.



**Bradley Burrue** is a police officer, field training officer, and emergency services unit (SWAT) operator for the Santa Cruz (CA) Police Department.



21. "The Next Active Shooter: How We Can Prevent Him." Andrew Mills, Chief of Police. August 21, 2018.

# Officer Wellness Discussed at Town Hall Meeting

TOWN HALL MEETING ATTENDEES WATCHED A video the Chicago Police Department released in 2017 to raise awareness about suicide prevention<sup>22</sup>, and discussed officer wellness initiatives in their agencies.

## **TUCSON, ARIZONA POLICE CHIEF CHRIS MAGNUS: Disciplinary Actions or Threat of Termination Can Cause Officers Severe Distress**

Sometimes I think we underestimate the circumstances that can cause officers to really struggle and even contemplate suicide. It's not just the officer-involved shootings or the really bad calls that they go out on. What we've seen is that officers are often under the greatest amount of distress when they're facing potential discipline or some kind of loss of face within the organization.

So one area where we need to get better at providing intervention is when we're going to take administrative action, like when we place someone on administrative leave or when they're going to be facing potential termination from the agency. These circumstances can be very difficult for cops, and we should really have some sort of intervention for them, whether it's a psychologist or a peer support team member. For some officers, these situations can be as bad or worse than the other things that cops see.

## **AMTRAK POLICE CHIEF NEIL TRUGMAN: Officers Should Receive Assistance Following Traumatic Incidents**

Under Chuck Ramsey's leadership at the Washington, D.C. Metropolitan Police Department, an officer was required to go to the Employee Assistance Program for six sessions after being involved in a critical incident. I had to go, and it helped me tremendously.

Amtrak Police Chief  
Neil Trugman



When I became the chief of the Amtrak Police Department, I wanted my officers to have these same resources. I know many of us have had difficult experiences during our time in law enforcement, including our officers. We have implemented a formal program that requires our officers to speak with EAP after certain events. I'm also putting our peer support officers through training to improve our wellness program. These changes have been well received by both our union and our executive board.

## **TEMPE, ARIZONA POLICE CHIEF SYLVIA MOIR: Wellness, Fitness, and Emotional Health Are All Related to Officer Performance**

In Tempe, we view this issue from a human performance perspective. We're trying to enhance human performance in the high-stakes environment in which we operate. To do that, we must synchronize all the efforts we're undertaking. That includes a number of initiatives along a human continuum to address financial wellness, meditation, nutrition, fitness, emotional health and well-being, and building resilience. We've brought in everyone working on all of these issues to coordinate their efforts to strengthen human performance.

## **GANESHA MARTIN, FORMER CHIEF OF JUSTICE COMPLIANCE AND ACCOUNTABILITY, BALTIMORE POLICE DEPT.: Officers Should Be Able to Seek Assistance And Know It Will Remain Confidential**


It's particularly important for police leaders to create an environment in which officers will feel that the police administration will improve the situation if they reach out for help. Often when police officers see a colleague who may be doing something wrong, they feel like they're



Tempe, Arizona Police  
Chief Sylvia Moir

22. <https://www.youtube.com/watch?v=RRVF8pV9eHQ&feature=youtu.be>

snitching, or they think, “That guy has five kids in college.” So they don’t say anything. One of the things that I think is missing in training is how to intervene when you see somebody in trouble. We need to help people have that conversation, because they should view it as helping a colleague save their job, not as getting somebody in trouble.

When I was in Baltimore, officers would see the same people if they wanted help from the Employee Assistance Program as they would see if they were involved in a line-of-duty shooting. So no one believed that their visit to the EAP would stay in a separate file and remain confidential. We addressed that by developing a completely separate EAP program that officers can use anonymously. Officers’ family members also can call in and use that service. 

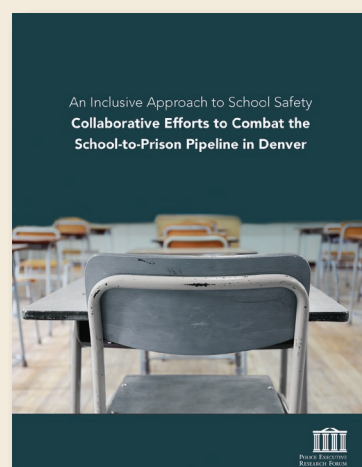
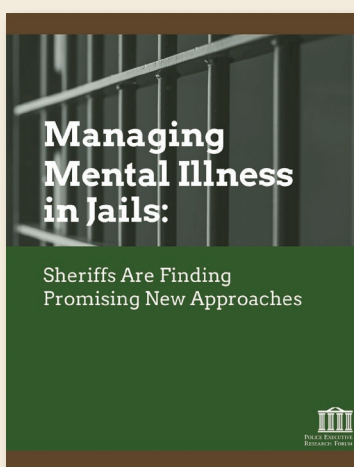
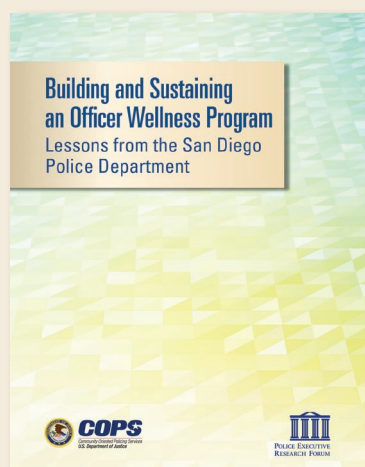


Ganesha Martin,  
former Chief of Justice  
Compliance and  
Accountability, Baltimore  
Police Dept.

## New PERF Reports

In addition to the report on homicide investigations mentioned earlier (see page 6), PERF has recently published several other new reports, which are available online at <https://www.policeforum.org/free-online-documents>. The reports include:

- *Promoting Excellence in First-Line Supervision: New Approaches to Selection, Training, and Leadership Development*<sup>23</sup>
- *Building and Sustaining an Officer Wellness Program: Lessons from the San Diego Police Department*<sup>24</sup>
- *Managing Mental Illness in Jails: Sheriffs Are Finding Promising New Approaches*<sup>25</sup>
- *Inclusive Approach to School Safety: Collaborative Efforts to Combat the School-to-Prison Pipeline in Denver*<sup>26</sup>



23. <https://www.policeforum.org/assets/FirstLineSupervision.pdf>

24. <https://www.policeforum.org/assets/SanDiegoOSW.pdf>

25. <https://www.policeforum.org/assets/mentalillnessinjails.pdf>

26. <http://www.policeforum.org/assets/DenverSchools.pdf>





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