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FLETC Journal

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FEDERAL LAW ENFORCEMENT TRAINING CENTERS

★ ARTESIA ★ CHARLESTON ★ CHELTENHAM ★ GLYNCO ★

COMMUNITY AND POLICE

Building Partnerships



FOREWORD



Connie L. Patrick
Director, Federal Law
Enforcement Training Centers

When I began my career as a sheriff's deputy in Brevard County, Florida, nearly 40 years ago I quickly became familiar with the importance of strong collaboration between police and the community. I interacted with members of the public daily, and learned the value of partnering with various stakeholders to help enhance public safety. In the law enforcement leadership roles I have taken on since then, the essential connection between law enforcement and community has never wavered.

Over the past year, we have seen headline after headline about discord between police and communities. As we consider how our profession must evolve to meet today's challenges, we can only benefit from looking inward to address the issues that drive law enforcement apart from the people they are sworn to serve and protect. As a training organization, FLETC has an opportunity to inculcate in our Nation's newest law enforcement officers and agents the importance of trust and collaboration with communities.

I am pleased to introduce the Spring-Summer 2016 FLETC Journal, which focuses on the importance of law enforcement and communities fostering mutually beneficial and positive relationships. In this edition, you will read about FLETC's efforts to convey the benefits of community policing to rural law enforcement officers. The Rural Police Officer Training Program shows officers how proactive problem-solving and community engagement can help address causes of crime, fear of crime, and other community issues. We also address how law enforcement is using social media to engage with the public in a variety of ways, one of the most significant of which is to facilitate disseminating information to the public both during times of crisis and in daily life. This edition's legal article explores the challenges law enforcement faces when interacting with citizens exercising their rights. In her leadership column, Branch Chief Lauren Ware explores the power of community policing to forge partnerships between police and community entities, and the leadership role law enforcement must play in healing rifts that have been forming throughout our Nation. In "Voices from the Field," we reached outside the FLETC gates to learn about how operational law enforcement agencies and community organizations are partnering to improve quality of life and enhance public safety.

As thought leaders and policymakers debate how best to strengthen trust and collaboration, FLETC is committed to ensuring that our training inculcates respect for citizenry in our Nation's law enforcement recruits, and helps foster trust and professionalism in all who train here. Last year, the President convened a Task Force on 21st Century Policing to strengthen community policing and trust among law enforcement officers and the communities they serve. In this edition of the FLETC Journal, you will find a description of FLETC's efforts to integrate the recommendations from that Task Force into FLETC training.

As law enforcement training professionals, we have a responsibility to proactively reflect on our training in the context of contemporary issues. This edition of the FLETC Journal offers just a selection of what FLETC and its partners are doing to advance the importance of positive, trust-building partnerships between law enforcement and communities. I believe a large part of the answer to the challenges currently facing our profession lies in reflecting on how we can do a better job of understanding the people we serve. I am encouraged by the good work so many in our profession are doing to build relationships and foster trust, and look forward to the positive change these efforts will bring to our communities.

A handwritten signature in black ink that reads "Connie L. Patrick". The signature is written in a cursive style and is positioned above a horizontal line.

Connie L. Patrick
Director, Federal Law Enforcement Training Centers

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The content of this publication is written in accordance with the guidelines of the Associated Press (AP) style. Articles, photographs, and other contributions are welcomed from the law enforcement training community and academia. Publication depends on general topical interest as judged by the editorial team.

The FLETC Journal's mission is to explore and disseminate information about law enforcement concepts, research initiatives, programs, and trends that impact or will potentially affect law enforcement training.



FAST FACTS

FLETC Domestic Training Sites:

- Artesia, New Mexico
- Charleston, South Carolina
- Cheltenham, Maryland
- Glynco, Georgia
- LA Port, California

Export Locations:

State and Local Law Enforcement

- Nationwide

International Law Enforcement Academies:

Academic, Operational and Program Support

- Bangkok, Thailand
- Budapest, Hungary
- Gaborone, Botswana
- San Salvador, El Salvador
- Roswell, New Mexico

International Training and Capacity Building Programs:

- Delivered Worldwide

Consolidation: Consolidation of law enforcement training permits the Federal Government to emphasize training excellence while keeping costs low. Professional instruction and practical application provide students with the skills and knowledge to meet the demanding challenges of a federal law enforcement career. They not only learn the responsibilities of a law enforcement officer, but through interaction with students from many other agencies, also become acquainted with the missions and duties of their colleagues. This interaction provides the foundation for a more cooperative federal law enforcement effort.

Integrated Instructional Staff: FLETC has assembled the finest professionals to serve on its faculty and staff. Approximately 50 percent of the instructors are permanent FLETC employees. The remaining instructional staff are federal officers and investigators on assignment from their parent organizations or recently retired from the field. The mix provides a balance of instructional experience and fresh insight.



Reflections on Leadership

Lauren Ware serves as the chief of the Forensics and Special Investigative Skills Branch of the Federal Law Enforcement Training Centers. She was awarded FLETC's leadership award for 2014 for her excellent customer service and professionalism with staff and students and for the quality of the training programs she oversees. She leads several working groups that examine FLETC's staffing formula and manpower usage, and recently led her branch in the construction and implementation of an unprecedented seven-week forensic technical school for the Department of Defense's criminal investigative organizations. In addition, she is an advocate for community service, working on the Feds Feed Families Food Drive, the annual CASA program, and by providing presentations to local school children in an effort to inspire them to pursue careers in science.



Lauren Ware, chief, Forensics Science Institute, Glynco Training Directorate

COMMUNITY POLICING—A Mechanism for Meaningful Dialogue

Q. What is Community Policing?

The Department of Justice defines community policing as “a philosophy that promotes organizational strategies, which support the systematic use of partnerships and problem solving techniques, to proactively address the immediate conditions that give rise to public safety issues, such as crime, social disorder, and fear of crime.” This philosophy is not new; community policing has been identified by that name since the 1960s, but has persisted in principle as long as organized law enforcement has existed. Much of early law enforcement efforts centered around the protection of families and then groups of families, and the members of these protective forces were naturally recruited from the very communities they were committed to protect. It was as obvious then as it is now: the law enforcement officer needs to have a vested interest in the security of the community he serves and the community needs to have the trust in that officer to submit to his authority in times of civil discord. The dual ownership and reciprocal conduct required to make this whole system function relies entirely upon the relationship between these two groups. Community policing as a program involves emphasizing and building upon those relationships to achieve the common goal of safety and order.

As with any relationship, communication is key.

Q. What accounts for the renewed emphasis on community policing?

If we are honest with ourselves, we will acknowledge that there has been a breakdown of that trust and the relationship between law enforcement and the community it serves. This breakdown is by no means occurring everywhere, but the ramifications of a few highly publicized incidents affect us all. There are probably a thousand different contributing factors that have gotten us where we are today, but becoming defensive and placing blame on the part of either side is never going to move us forward. What we need right now is to resist the urge to retreat into our separate corners, and instead communicate with one another. This is an enormously complex issue; one that is rooted in history, fear, misunderstanding, shame, and preconceived notions. It is not, for lack of a better phrase, a black and white issue; there is a massive field of grey area that is in desperate need of conversation, reflection, and ultimately understanding. Even though this topic is dominating the national discourse, it is not always receiving the meaningful dialogue it deserves. This has a lot to do with the manner in which we so often communicate these days. Public statements on this topic frequently come in the form of what I call “bumper sticker arguments.” By this I mean the opinion or fact (often confused as one in the same) is an oversimplified, overgeneralized, personal, and often inflammatory statement. And why would we expect any different? This is what modern communication has been reduced to. Comments on Twitter are limited by the number of characters you can use, posts on social media only display the first few lines of an individual’s tirade, and network news outlets have long recognized they have mere seconds to flash a few words on a screen or have an infuriated news anchor shout something just dire enough that it strikes a nerve and captures the viewer’s attention. The obvious problem with this method of communication is that it forces very complex issues into their more extreme counterparts; out of necessity, it removes the nuance, it displaces the context, it emphasizes the difference, and obscures the common ground. Before we know it we are forced to align ourselves with one of two extremes, and we reinforce the “us” versus “them” mentality. As we have seen unfold, especially this past year, the focus on our differences has widened our divide.

Q. Some may point out, and rightly so, that both parties of a relationship need to work toward accomplishment of a common goal. Why, then, is there an expectation that law enforcement lead this movement?

The relationship between law enforcement and the citizens we serve is not going to be healed on a cable news program. This relationship will be saved at the individual level, and like a stone cast into a pond, the concentric ripple effect will spread the impact of that individual’s action exponentially. There are already countless officers leading this charge and reaching out and connecting with communities. These are the stories we need to share; this is the conduct that represents who we are.

Community policing is a leadership role that law enforcement should embrace. To begin, it is incredibly empowering. Rather than expect law enforcement officers to robotically enforce codes, community policing allows for flexibility as the officer is entrusted with the ability to use his best judgment and cater his actions to what is appropriate for each particular situation, based on his understanding of that specific community. It also emphasizes the goal of crime prevention through proactive measures; when successful, this produces a much safer operating environment for the law enforcement officer. The alternative is a reactive response to crime that has already occurred; this is neither safe for the officer nor the community, but is what we are left with when there is a lack of cooperation between these entities.



Law enforcement is united by one creed, one purpose, and one profession. The same cannot be said for the civilian community as a whole. It is difficult enough to organize members of one community, let alone multiple communities across the Nation. While there is a very real need for a strong community leader to emerge that will bring the citizens of this country together and acknowledge and endorse their responsibilities, until that happens, law enforcement is best equipped with the structure necessary to coordinate these unified efforts and effect widespread change. At FLETC, we have an incredible opportunity to influence the dynamic between law enforcement and the community, and we should leverage our collective knowledge, experience, and extensive reach to be a part of the solution.

Finally, leadership is an inherent component of police work. We are expected to be leaders every day, whether we are in uniform or out of it. The authority and responsibility we have been given bring with them the expectation that we will set the standard, we will be the first to speak up, and we will endure the discomfort of vulnerability and self-reflection necessary for growth. Law enforcement officers always have been and always will be leaders in their communities. Leadership is part of our noble profession, and we will continue to lead in this regard. There is always the risk that our best efforts will be unreciprocated, maybe even ineffective; but law enforcement is no stranger to risk. And there is no chance of success where there is an unwillingness to fail.

Q. Where does FLETC begin?

Once we have accepted our leadership role in improving community relations, a logical question follows: where do we begin? The answer to that question is emblazoned in some way, shape, or form on almost every department shield or agency logo: "Serve and Protect." As Lt. Colonel Melvin Russell of the Baltimore Police Department so passionately explained it in his recent TED Talk, law enforcement has done an incredible job with the protection aspect of its mission. Perhaps it is time to place more emphasis on the service component of our profession. After all, the time to establish meaningful dialogue with the community is not while the officer is in the process of protecting citizens; indeed, this is the reactive part of our job. The relationship-building communication and resulting mutual respect will arise from our proactive service to and engagement with the community. When a community's officers distribute blankets to the homeless, serve food in soup kitchens, or labor at local Habitat for Humanity housing projects, they epitomize the selfless service ingrained in their humanity, that very quality that propelled them to pursue the calling of law enforcement in the first place. It is during these organized community-service activities, that trust and respect and communication will naturally unfold. These types of activities create the kind of environment in which community policing can flourish, but it is only as effective as the degree to which it is ingrained in one's culture. It is not something you do, it is something you are. It is something we need to rediscover within ourselves.

Leadership is an inherent component of police work. We are expected to be leaders every day, whether we are in uniform or out of it."

RURAL POLICE OFFICER TRAINING PROGRAM





Rural Police Officer Training Program instructor gives guidance on crime scene procedures to students.

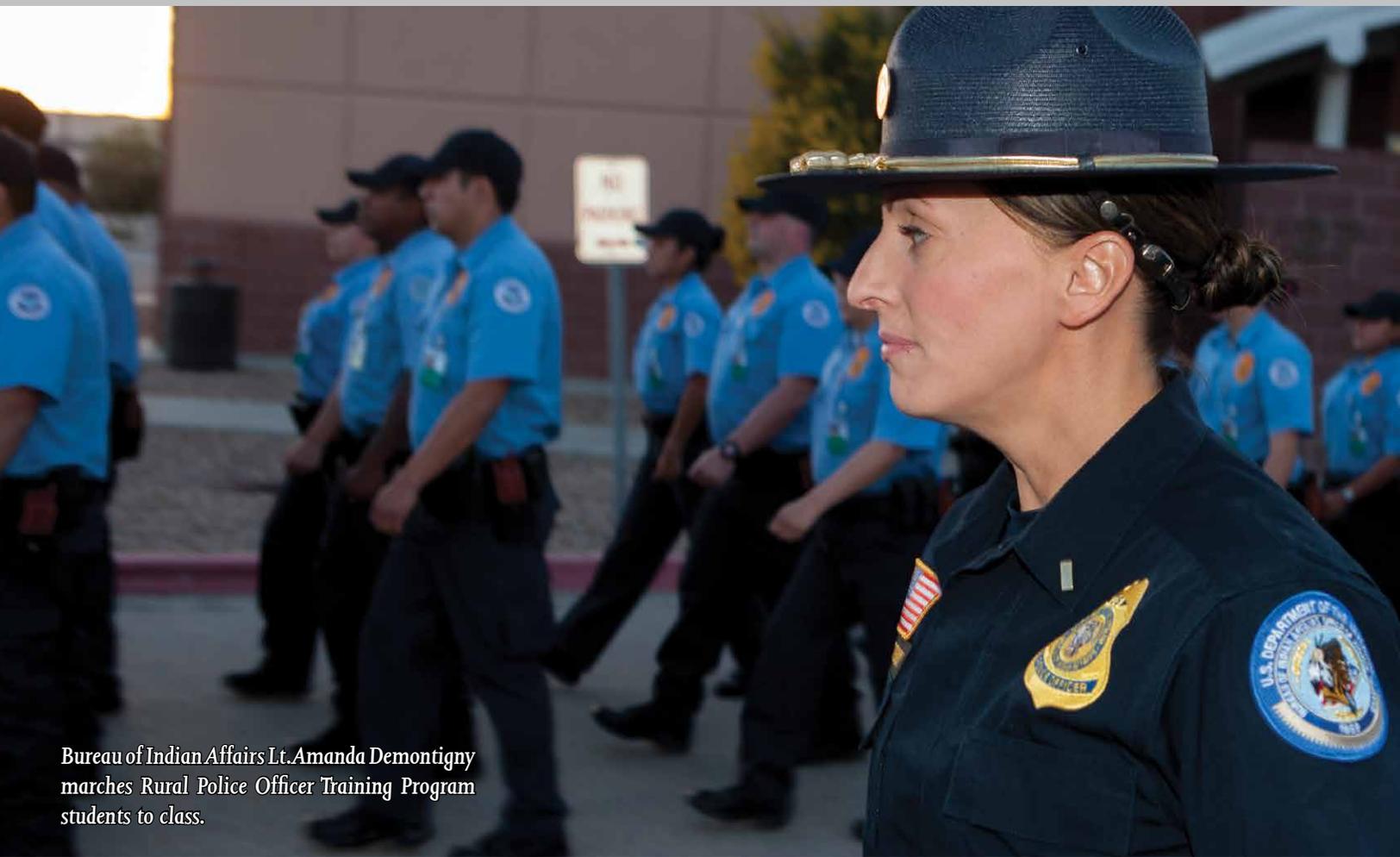
By Robert Smoot

A police officer in a small rural American community prepares to start his shift. He knows he will be the only officer working, and the only backup available to assist if the need arises will come from a neighboring community 20 miles away. He is undeterred because less than a year ago he completed his basic training at the Federal Law Enforcement Training Centers (FLETC) in Artesia, New Mexico, where he attended the Rural Police Officer Training Program. He understands even more now that he is serving as an officer why his basic training focused on training him to respond to most calls for service alone, because there are times when he must take action even though he has no backup or assistance.

In order to meet the needs of police officers serving rural communities, FLETC worked in collaboration with the Bureau of Indian Affairs (BIA) and numerous rural Indian tribal police agencies to develop a basic training program that would focus on training officers to respond to police calls in which they have little or no backup. In 2011, FLETC and its BIA and Indian tribal police partners began to make the training need become reality. For two years, they held numerous working group meetings to discuss every aspect of law enforcement training to determine the curriculum for the Rural Police Officer Training Program.

FLETC piloted the Rural Police Officer Training Program in January 2013, and since that time it has served as the basic training program for BIA, along with various tribal police agencies. The program trains not only uniformed police officers, but also conservation, game and fish, school resource, and Village Public Safety Officers.

At first glance, the Rural Police Officer Training Program may seem like most other police basic training programs. The program covers all of the basic law enforcement knowledge, skills, and abilities, such as basic firearms, driver training, physical techniques, law, and use of force. What makes this program

RURAL POLICE OFFICER TRAINING PROGRAM

Bureau of Indian Affairs Lt. Amanda Demontigny marches Rural Police Officer Training Program students to class.

unique is not only the focus on single officer response, but the additional training it provides in the areas of community policing, domestic violence, and Indian law. Inclusion of these topics helps center the program on the importance of developing and maintaining a positive relationship between the police officer and citizens within their community.

Community policing is an organizational philosophy that promotes community and police partnerships, and focuses on proactive problem solving and community engagement to address the causes of crime, fear of crime or being a victim of crime, and other community issues. The students learn that the characteristics of many rural communities are changing, and with that change can come increasing crime and disorder. Many rural communities across America face serious problems with alcohol, drugs, gangs, assaults, burglaries, murder, and increased rates of suicide. The Rural Police Officer Training Program

emphasizes community policing concepts to help address these issues, using both lecture and practice during the course.

Responding to domestic violence incidents is another important part of the training, which covers several forms of domestic violence including child abuse, abuse of the elderly, and abuse of a domestic partner. In addition, the student learns that the dynamics of the family unit in rural communities can include larger family units and extended family members within a single dwelling. Teaching law enforcement officers how to respond and care for drug endangered children is also part of the training, where the officer learns that children in homes with drug labs and other drug environments are no longer considered as objects, but rather as human beings. Students learn that children from a drug environment are often victims of sexual assault and are often exposed to extremely dangerous criminal elements.



I take my conflict skills training with me everywhere I go. I took more from this academy than any of my other three academies.”

—Eric Crazy Bear, 2014 Rural Police Officer Training Program Graduate

The Rural Police Officer Training Program also addresses law specific to Indian country, including jurisdiction, Indian civil rights, the Indian Child Welfare Act, liquor laws, and conservation law. These courses enhance the graduate’s preparedness to work in rural tribal communities.

As the graduates of the Rural Police Officer Training Program return home to serve, they often return to communities where they grew up. They are now charged with law enforcement duties that often involve close family members or people they have known for their entire lives.

This makes knowledge of community policing concepts vitally important to their careers. Village Public Safety Officers in Alaska are not armed, yet are expected to respond in very remote communities. Through the Rural Police Officer Training Program “our Village Public Safety Officers are more prepared than ever before to defuse conflict and disputes,” said Jody Potts, Tanana Chiefs Conference Alaska training coordinator.

FLETC has received positive feedback from officers in the field who have completed the Rural Police Officer Training Program. For example, one said, “I am better prepared to respond to calls because my training instilled in me the skills and confidence to respond to any situation whether or not I have back up.” Erik Crazy Bear, a 2014 graduate and currently a BIA police officer stationed at the bottom of the Grand Canyon on the Havasupai Indian

Reservation stated, “The scenarios are well put together for single officer training.” Describing how the training has him “ready to go,” Crazy Bear noted he had several opportunities to reflect on it. “My training kicked in during those dangerous situations when I responded alone. I take my conflict skills training with me everywhere I go. I took more from this academy than any of my other three academies.”

What does the future hold for the Rural Police Officer Training Program? It will undergo its first formal Curriculum Review Conference in 2016, when subject matter experts and stakeholders will closely review it for updates and possible changes to ensure the program continues to serve the needs of law enforcement professionals who serve rural areas throughout our nation. Following the Curriculum Review Conference, FLETC will seek accreditation of the program, which will further enhance the program’s credibility and quality.



ROBERT SMOOT is a program specialist with the Artesia Training Management Division of the Centralized Training Management Directorate at the FLETC in Artesia, New Mexico. Smoot has worked in training management since 2006 and has experience in program administration, academy and program accreditation, instructional system design, and curriculum development and revision.

He was instrumental in the development of the Rural Police Officer Training Program and continues with the administration and oversight of the program. Prior to joining FLETC, Smoot served with the New Mexico State Police, working in uniformed patrol. He has served as a haz-mat officer, field training officer, search and rescue coordinator, and was a member of the New Mexico State Police search and recovery dive team. Smoot started at FLETC in 2003, as an instructor in the Securities Specialties Branch teaching courses in tactics, active shooter, haz-mat, and terrorism. He has a combined 22 years of law enforcement service.



21ST CENTURY POLICING

Striking a Balance Between Warrior and Guardian

by Chuck Daenzer



“Most of the individuals we encounter are just good people in crisis, whether it’s drunk driving, a domestic issue, or some other violation.”—Ken Hohenberg, Police Chief

A person only needs to watch the news or read a newspaper to see there exists an unfortunate atmosphere of distrust between law enforcement and the public in many cities around the nation. From Ferguson to Baltimore to Chicago, contemporary events are creating a changing environment for law enforcement, as agencies struggle with how to promote positive community relations while maintaining law and order. An essential component of a successful and free democracy is trust between law enforcement agencies and the citizens they are sworn to protect. This trust must exist if we are to have stability in our communities, a criminal justice system with integrity and reliability, and law enforcement delivering safe and effective policing services.

The Obama Administration has undertaken a series of actions to address the importance of lasting collaborative relationships between police and the public. News accounts over the past year highlight concerns that law enforcement has become too militaristic, operating more as “warriors” than as “guardians” of the people and the Constitution even when circumstances do not warrant it. Recently, Ken Hohenberg, Chief of the Kennewick (Washington) Police Department and a member of FLETC’s advisory board, provided FLETC

staff some executive insights into policing in the 21st century and captured the heart of this issue. Talking about current challenges, he said, “... most of the individuals we encounter are just good people in crisis, whether it’s drunk driving, a domestic issue, or some other violation.” The chief’s point was not all of the people with whom law enforcement interacts are hardened criminals nor are they the enemy.



FLETC Director Connie Patrick briefs members of the Brunswick-Golden Isles Chamber of Commerce on FLETC’s 21st Century Policing project.

Striking the balance between warrior and guardian, and knowing when to switch roles, is a key training component. It must start with basic law enforcement training and be reinforced throughout a law enforcement officer’s career. Consider the recent mass casualty attack

21ST CENTURY POLICING

in San Bernardino, California. Those officers moved fluidly from warrior to guardian and back to warrior at the final standoff with the suspects. As the responding officers were evacuating people from the mass shooting scene, one officer, personifying the guardian role, told the terrified group, “I’ll take a bullet before you do, that’s for damn sure!”

On December 18, 2014, President Obama signed an Executive Order appointing an 11-member Task Force on 21st Century Policing. Philadelphia Police Commissioner Charles H. Ramsey and Laura O. Robinson, Professor of Criminology, Law and Society at George Mason University, co-chaired the task force, which was charged with identifying best practices and offering recommendations on how policing practices can promote effective crime reduction while building public trust.

On May 18, 2015, the Department of Justice’s Office of Community Oriented Policing Services released the final report of the President’s Task Force on 21st Century Policing. This final product generated 59 recommendations with 92 related action items, organized within six Pillars: 1) Building Trust and Legitimacy; 2) Policy and Oversight; 3) Technology and Social Media; 4) Community Policing and Crime Reduction; 5) Training and Education; 6) Officer Wellness and Safety.

Some examples of the recommendations included the following:

1.1: Law enforcement culture should embrace a guardian mindset to build public trust and legitimacy. Toward that end, police and sheriffs’ departments should adopt procedural justice as the guiding principle for internal and external policies and practices to guide their interactions with the citizens they serve.

2.2: Law enforcement agencies should have comprehensive policies on the use of force that include training, investigations, prosecutions, data collection, and information sharing. These policies must be clear, concise, and openly available for public inspection.

3.5: Law enforcement agencies should adopt model policies and best practices for technology-based community engagement that increases community trust and access.



Chief Matt Doering, Glynn County Sheriff’s Department, participates in a FLETC outreach about actions related to 21st Century Policing.

4.4: Communities should support a culture and practice of policing that reflects the values of protection and promotion of the dignity of all, especially the most vulnerable.

5.12: The Federal Government should support research into the development of technology that enhances scenario-based training, social interaction skills, and enables the dissemination of interactive distance learning for law enforcement.

FLETC Director Connie L. Patrick has engaged FLETC in assessing how the Task Force’s recommendations might apply to law enforcement training, and to consider potential modifications to FLETC’s training. FLETC’s goal is to ensure that its training fully prepares officers and agents to safely and effectively enforce the law impartially and ethically, provide the most realistic training possible, address interconnectivity across topical areas, ensure officers understand the context in which they will be working, have the capacity and resilience to appropriately manage public-police interactions, and better understand the communities in which they serve.



In late May of 2015, FLETC staff, Partner Organizations, and other stakeholders, including local law enforcement leaders such as Glynn County Police Chief Matt Doering, began a three-phase initiative to examine FLETC’s law enforcement training curriculum to identify ways to support the Task Force’s recommendations.

For phase one, FLETC established six “Pillar” teams made up of FLETC, Partner Organization, and local law enforcement subject matter experts. These teams were charged with conducting a comparison of FLETC’s training curriculum and the President’s final Task Force report’s 59 recommendations. The Pillar teams were asked to answer three questions.

1. *What is FLETC currently doing related to the Task Force’s recommendations?*
2. *What can FLETC do differently to support the Task Force recommendations?*
3. *In what areas do we have more questions or need more information/further explanation?*

The goal of this exercise was to examine whether FLETC training was on point in the context of emerging issues, determine if there are things that should be modified, and provide a course of action to support the Task Force’s recommendations from a training perspective. In July the Pillar Team leaders presented their findings to an audience of FLETC staff, Partner Organization representatives, subject matter experts, Department of Homeland Security officials, and local law enforcement officers.

For phase two, FLETC established a Content Team that analyzed the Pillar teams’ recommendations, verified their applicability to law enforcement training, and developed an action plan that addressed the recommendations. The Content Team submitted 24 final recommendations to leadership for consideration in phase three. Phase three, currently underway, is a collaborative effort between FLETC and Partner Organization staff and leadership to evaluate the 24 final recommendations, determine what curriculum changes are required (to include de-escalation techniques and improved communication skills), and implement curriculum modifications as necessary.

In the fall of 2016 FLETC will host a multi-day summit at its headquarters in Glynco, Georgia, during which guest speakers and panels of subject matter experts will discuss and explore contemporary issues facing law enforcement. FLETC anticipates the summit serving as a means for law enforcement trainers to identify emerging issues for consideration in training content, practical scenarios, and class discussion topics and for participants to gain greater understanding of the multiple sides of critical issues in law enforcement. FLETC is committed to leading enhancement of law enforcement training. FLETC is ensuring its training prepares those who protect the homeland for the contemporary and constantly evolving law enforcement challenges they will face in the performance of their duties.



CHARLES “CHUCK” DAENZER is currently serving as the Centralized Training Management Directorate’s senior policy and project analyst. He began his career with the FLETC in 2004 and since that time, he has served as the chief of the

Counterterrorism Division, chief of the Technical Operations Division, chief of the Rural Policing Institute, deputy assistant director for the Office of State, Local, Rural, Tribal and Territorial Training, and senior advisor to the assistant director, Mission and Readiness Support Directorate. Daenzer a native of Flint, Michigan, is a United States Air Force veteran, spending more than 20 years on active duty and retiring as a special agent with the Air Force Office of Special Investigations.

VOICES FROM THE FIELD

Diverse Perspectives on Community Policing by Mary Anne Lesiak



Ariana Roddini

Deputy Assistant Director, Regional and International Training Directorate, Federal Law Enforcement Training Centers-Glynco

“To protect and serve” is more than a motto; it is the calling that drives generations of law enforcement officers and agents to enter the profession. Men and women from every community across the nation join the ranks of law enforcement to uphold laws and safeguard the public from those who break them. They sacrifice much to do this work —normal work hours, holidays with families, physical safety—and bear the responsibility of making split second decisions that have lasting impact on individuals, families and communities.

The vast majority of officers and agents uphold these responsibilities with the highest degree of integrity and professionalism. According to the Department of Justice,

approximately 698,000 law enforcement officers come into contact with about 62 million people every year. The libertarian Cato Institute estimates that there are only 5,000 citizen complaints annually. This means that roughly 99.1% of all law enforcement officers across the nation perform their duties without being accused of misconduct.¹

While this data provides evidence to the overall positive performance of law enforcement, the events of 2015 brought concerns regarding unequal treatment of those living in challenged communities to the forefront. As a result, our nation is currently reflecting on the role of police in society and discussing the concerns of communities who believe that they are not well-served by law enforcement.

As part of this effort, FLETC is currently reflecting on its culture, curriculum and instructional practice to ensure that law enforcement officers, agents, leaders and trainers have the knowledge, skills and mindset to effectively carry out their law enforcement missions in a manner that builds



Capitol Police Officer shares her experience with students during their field trip.



trust and legitimacy with the communities they serve. I am excited to have been offered the opportunity to lead this initiative.

The Final Report of the President’s Task Force on 21st Century Policing recommends renewed focus on community policing strategies as a means for strengthening and regaining trust between law enforcement and the communities served. Community policing is “a philosophy that promotes organizational strategies that support the systematic use of partnership and problem-solving techniques to proactively address...public safety issues such as crime, social disorder and fear of crime.”ⁱⁱ Effective community policing rebuilds trust and relationships and results in safer and more efficient policing for the officers and agents involved.

While community policing is widely prescribed, its implementation is not one-size-fits all. In this compilation, a panel of professionals shares their experiences at the forefront of advancing community policing. Through

the diversity of their experiences, successes and lessons learned, we hope to advance others who are adopting this philosophy—both personally and organizationally. On behalf of FLETC, we thank the contributors for sharing their experiences as well as all those involved in efforts to protect and serve their communities and the nation.



Gregory G. Mullen

Chief of Police, City of Charleston
Police Department

The Charleston (South Carolina) Police Department has worked hard over the past nine years to develop a culture that embraces the elements of Community Oriented Policing (COP). The first, and most important principle, was to understand that COP is not a program or a unit. It was important to institutionalize the concepts and beliefs into our agency’s value system. We needed to make this an organizational philosophy so that everyone, sworn and civilian, would embrace these elements in their daily contact with citizens and colleagues.

In many cases, organizations have adopted the concepts of COP in exchange for funding opportunities or due to pressure from a variety of constituent groups. No matter the challenge, the default answer was to implement more community policing. The nature of COP however, is neither simple nor prescriptive. COP is a series of multidisciplinary and lengthy processes that are different for every law enforcement agency and community.

In the case of the City of Charleston Police, we recognized that a holistic approach to COP would be the most effective way to encourage transformation, and therefore safety, for our citizens. Our process of discovery included a protracted strategic planning process. The planning process demonstrated opportunities to rationalize work-flow and revealed areas to draw upon existing talents and resources.

We realized that to reach our full potential and gain officer buy-in, we needed to stop referencing specific units or programs as community policing activities, and instead view it through a different lens. We analyzed the level of procedural justice involved in our organizational processes, both for offenders and officers, and took a

VOICES FROM THE FIELD

universal approach. The mapping and resources outlined through strategic planning, and the procedural justice lens we adopted, served as our tools for change—it became the way we did business because it was right and effective.

The first step in our journey was to clearly define for all our employees the End State that we wish to achieve—creating a safe community by developing strong relationships built on trust and legitimacy. By showing employees that we recognized their responsibilities and obligations as an officer, we began to implement specific actions and strategies to reach this End State.

To begin the process, it was critical that we identify and invest in the right individuals to join our organization. We incubated a cadre of officers who believed in our chosen philosophy and could sustain it into the future, and began developing and promoting officers into leadership positions who understood and championed our message. In 2009, we re-engineered our recruiting, hiring, and promotional processes to seek out those individuals who have consistently demonstrated our Department's values—Honor, Excellence, Accountability, Respect, and Teamwork. Currently, we also evaluate candidates based on their demonstrated commitment to service, community, and ethical decision-making. For those seeking leadership positions, we examine their commitment to our mission and goals that highlight community interaction, relationship building, and looking beyond the traditional role of law enforcement. We develop, educate, and promote those individuals who demonstrate, through their actions, an

understanding of procedural justice principles. They must be willing to listen to solve problems; treat all people, even in their worst time, with dignity and respect; be a neutral fact finder and take the time with citizens to explain why we do things. These are all attributes that create opportunities to solve problems, build trust and gain cooperation and collaboration.

We have woven a thread through all of our training that focuses on the “why” of public safety and its procedures. Being a police officer is not merely an employment opportunity or a title; it is a responsibility to provide a service to our community that no one else is trusted to provide. We are granted extreme authority, yet it is our duty to utilize that authority in a manner that is respectful, measured, and trust-building. This thread encompasses the fundamental message for our recruits, in-service officers, supervisors, and especially our commanders, who recognize the importance of leading from the front and setting the example of problem-solving, building partnerships, and demonstrating that we are entrusted as Guardians of our community.

From an operational perspective, we have instituted a number of structural modifications that support our philosophy. Each of our teams, which are geographical patrol areas, are subdivided into small beats or sectors where officers are assigned for designated time periods. This consistent staffing in the same geographical area, called Beat Integrity, allows the officers to build relationships, identify problems, and find solutions that increase cooperation and demonstrate investment in the community. To support these concepts, we also have implemented a number

of strategies that make relationship building an ongoing process. These strategies include: Citizen Advisory Groups (CAG) that meet with senior commanders monthly, including the Chief of Police; officers attending monthly neighborhood meetings to learn about issues and concerns while they are small and manageable; conducting walk and talks in neighborhoods and business communities to become personally invested in their area of responsibility; completing return visits with victims within 24-hours of a violent crime occurrence to offer support and encouragement; sending officers into neighborhoods where critical incidents or police activities (SWAT operations or narcotics search warrants) have occurred to explain to neighbors what happened to calm fears and prevent rumors; conducting quarterly community audits to gauge citizen satisfaction with our service; and leading community activities that allow officers to become humanized to those they work with on a daily basis.

Some of the more successful activities that we have implemented to help humanize our officers and create real connections within the community are the three components of our Charleston Trinity Program - Camp Hope, Friday Night Lights, and the Turning Leaf Project. Each of these initiatives targets a segment of our community to enhance interaction and engagement. Camp Hope focuses on children who may not have opportunities to know officers outside of crisis and conflict. This six-week summer program touches over 300 children each summer and is operated by police officers. Friday Night Lights bring families to parks across the city each week during the summer break



for a night of fun, games, and positive interaction. Again, police officers from the various teams join these families and build common bonds. Finally, Turning Leaf is a reentry process that targets high risk offenders who are the parents of children in our challenged neighborhoods. Through pre- and post-release training, education and employment transition support, we have been successful in reducing the recidivism rates for these repeat offenders. By helping these individuals, we are working to repair the family unit in order to reduce community crimes and change the future for their children.

Furthermore, in our most challenged neighborhoods we have developed Community Action Teams (CAT) to provide an even higher level of interaction from a perspective of enforcement and community support. CAT officers conduct extensive community outreach efforts such as sponsoring athletic events and conducting crime prevention seminars. They also work hard with other city agencies, community leaders, activists and faith-based partners to create positive programming and solve problems within these active crime areas. While they are engaged in prevention and relational activities, they are also working with their Beat partners and crime analysts to identify and address potential offenders who wish to harm the community. This crime suppression focus is monitored for all personnel through an accountability system that looks at crimes committed and strategies implemented to address them on a weekly basis.

To support our operational efforts, we have developed a very robust crime analysis capability that assists officers' and detectives' efforts to identify criminals and solve crimes quickly. During our transformation, we created a six-member Crime Analysis Unit. This group of highly trained and energetic staff members provides both tactical and strategic intelligence to support field operations. They provide real-time data that is critical to solving current crimes, as well as strategic information that helps officers identify trends and patterns associated with problem areas, locations and



Chief Mullen participates in the City of Charleston, South Carolina, Police Department's Friday Night Lights, a community policing initiative.

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people. To further support this effort and to make the information even more available to our field officers, we have implemented a Criminal Information Operation Center that has consolidated all information feeds. The Center pushes police records, video, and open source reports into one location. We have also embraced cloud technology that allows us to effectively share large volumes of information with our partners at the local, state, and federal levels. We believe that information sharing and knowledge is at the heart of our community-based philosophy and gives our officers the tools they need to develop the best solutions to issues and concerns they and our community partners face.

Implementing community policing strategies and institutionalizing it as an organizational philosophy was not an easy task. It still requires constant reinforcement, leadership by example and celebration of small successes. By using these basic principles, we were able to demonstrate how working closely with our community to solve problems and build relationships provides tremendous dividends. We have seen crime drop substantially, citizen cooperation and support increase, and our partners stand with us during the most difficult situations. As an organization, we have experienced first-hand the benefit of focusing on the small things, recognizing that every crime impacts a person and isn't just a number, and the importance of developing solid relationships over time so they are present and available when community crisis occurs.

When implementing COP, complacency is not an option. We must work daily to reinforce the importance of listening, understanding the real concerns of our partners, and accepting our responsibility for maintaining the trust and confidence that is associated with our legal authority.

During a time of unprecedented scrutiny, implementing community policing principles is of paramount importance. While we cannot always guarantee that crisis will not occur, we can do everything possible to prepare our officers and the community to respond in a calm and respectful manner. As leaders and guardians of our community, failure is not an option. As a police chief, I can attest to the positive outcomes that a city can achieve through community-oriented policing practices. I believe this philosophy will give us the best opportunity to make Charleston, and America, safe, secure, and resilient.



Dr. Alonford J. Robinson, Jr.
Strategic and Senior Advisor to
Leaders in Public and Private Sector

Last year I had the opportunity to facilitate a series of conversations with officers from the New York Police Department. The officers were all working in a particularly “tough” precinct in one of the largest boroughs in the city. My task was simply to engage them in an honest, candid discussion about a variety of issues related to community policing and community engagement. As you might imagine, the conversation took many turns—some surprising, others not.

What strikes me today, as I reflect on those conversations, is the deep sense of alienation that many of the officers in that room feel. They feel disconnected from the communities they serve, and they aren't sure how to repair what are strained and often broken relationships. As law enforcement professionals and community activists around the country work to reconstitute the basis of what we used to know as community policing, I'd like to share some observations from the field.

The “field” in which I work cuts across a number of areas and includes law enforcement professionals, philanthropic foundations, community-based organizations, and Federal, State, and Local government agencies. I am essentially a strategist and advisor to senior leaders in the public and private sectors. The clients I serve are all working to design and to implement innovative public-private partnerships that address important issues like public safety (e.g., crime), public health, education, community development, and more. I am also an adjunct professor of leadership and strategy for the George Washington University Center for Excellence in Public Leadership and the University of Maryland School of Business.

So, my observations come from more than a decade of work with leaders who can't succeed in their jobs without the active support and cooperation of others. From law enforcement to public health, there are lessons we can learn from the challenges that come with being held responsible for things you can't deliver without the participation of others. I call these types of situations collective action challenges.



After years of working with a wide array of leaders in the public and private sectors, I have come to see collective action challenges everywhere I look. When I consider the work I've done with law enforcement professionals and community-based organizations, I see many of the problems you face as traditional collective action challenges. Perhaps, by conceptualizing community policing as a collective action challenge, we can begin to anticipate the landmines and forge safe passage for those who wish to see a different future emerge.

Community policing is a collective action challenge because, to succeed, it requires the active support and participation of so many different groups and stakeholders. It won't succeed on its own, without careful thought and leadership from the members of the community itself. It's something that requires an ability to engage and to mobilize different and often competing constituencies around the pursuit of a shared destination. When the destination is not clear or is contested, people won't move. When relationships are frayed or broken, people won't move. When leaders squabble over petty issues and begin to fight over superficial slights, people won't move. I have observed all of this and I'd like to offer some lessons learned for those who understand the challenge, yet remain undeterred.

Community policing, when approached holistically, ought to be a shared responsibility. It would be so much easier if we could all agree to share the costs of keeping our communities safe, healthy, and prosperous. Something, however, has gone wrong. Instead of engagement, we have retrenchment. People on all sides have retreated to emotional bunkers where they find comfort in the perceptions and narratives that reinforce their view of the world. I encourage you to take the first risk and to emerge from your emotional bunker and to invite others to join you. You can do this by simply choosing to re-engage with those in the community with whom you've had difficult moments. Too often, collective

efforts like community policing fail simply because people refuse to emerge from their bunkers.

Learn to assess the quality and character of your relationships. Relationships (and partnerships) progress through a series of phases, each with its own character. In fact, there are seven phases that I have witnessed: confusion, contention, conversation, connection, cooperation, collaboration, and creation. I think of these as collective moments. At any given moment in time, the relationships you have with members of your community probably rest in at least one of these phases. One of the most important things you can do to establish and maintain effective community policing initiatives is to equip everyone on your team with the knowledge of how to assess where their relationships are along this continuum. That takes work.

It means training people how to tell the difference between a state of confusion and a period of contention. Are we unable to get along with that person or that group because they are confused about what we are doing or why we're doing what we do? Or, do they understand but disagree? Assuming someone dislikes you "just because of who you are" is not a real answer to these questions. Equip yourself with the knowledge and the tools to proactively manage relationships and work steadily to push as many of them toward conversation, connection, cooperation, and collaboration. Community policing is a by-product of relationship building and community empowerment.

Relationships will weaken and will die from neglect. Figure out what you can do every day to deepen key relationships. It is not enough to simply proclaim publicly that you value strong community relationships. Like all relationships, they require constant and conscious care. As a law enforcement professional, you must accept the reality that every interaction you have with someone from the community matters—from casual conversations with residents on a street corner to routine traffic stops with



Community policing is a collective action challenge because, to succeed, it requires the active support and participation of so many different groups and stakeholders."

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As you envision the future, it is critical that you work with your community partners to co-create a shared vision of that future.”

anxious drivers. Your relationships are the sum total of the interactions you have with others in the community. Strong and healthy relationships stem from positive and engaging social interactions. Equally true, weak and destructive relationships are the result of negative and toxic interactions. Fair or not, the members of the community you serve often hold you responsible for the interactions they’ve had with other law enforcement professionals. You can do your part by creating as many positive social interactions as you can, with as many people as you can.

Think ahead. This requires what I have come to describe as social foresight. In the truest sense of the word, foresight is defined as your ability to anticipate the cascading impact of an action or a decision. You can cultivate foresight by asking yourself a number of questions. How will this decision affect the relationships I (or other officers) have with members of the community I serve? How will the action I take today influence the tone and tenor of my relationships in the future? Keep in mind that foresight does not suggest that you will be able to predict the future. But it does help you influence the future.

If they help you create it, they will be less likely to neglect it. As you envision the future, it is critical that you work with your community partners to co-create a shared vision of that future. Co-creating a shared vision requires that you construct a process that is inclusive. This means listening in ways that your partners in the community feel heard. So often, members of the community attribute poor relationships with law enforcement professionals to a perception that they’ve been misunderstood. Right or wrong, they don’t feel heard and that contributes to the sentiment that community voices don’t matter.

My final observation is that in times of stress we return to our habits. If your idea of community policing amounts to little more than short-term, superficial campaigns designed

to quell complaints from vocal community activists, you will ultimately be exposed. Solicit feedback from your community partners about your performance, and do it regularly. Make regular course-corrections to fix errors and to repair damaged relationships. Be open and transparent before you’re asked to do so. Make the commitment to develop solid habits. The payoff may come when you least expect it and most need it.



Captain Robert Lachance
Commander, United States Park Police
Training Academy

Law enforcement organizations do not operate in a vacuum. Our actions that address criminal activity have a profound impact on the communities we serve.

Therefore, we and the community are bound together with actions creating reactions, and so on. With this in mind, it is essential that we connect and communicate with the communities we serve to increase the effectiveness of law enforcement actions and build trust and legitimacy.

We, the family of law enforcement across the nation, are in a time of change. A major paradigm shift is sweeping the way we interact with the public and provide services within our communities. The issue of police brutality coupled with a major division between police and the communities they serve has sparked nationwide discussions on how the police interact in their communities. As a result, President Obama signed an Executive Order establishing a Task Force on 21st Century Policing. The report brings to light issues that have marred the image of the police and created distrust with the communities we are sworn to protect. President Obama stated, “When any part of the American family does not feel like it is being treated fairly, that’s a problem for all of us...”ⁱⁱⁱ The first pillar in this report is “Building Trust & Legitimacy” through treating others with respect, demonstrating a neutral and transparent decision making process and ensuring we convey trustworthy motives.

The United States Park Police (USPP) places a high priority on community policing as outlined in our Mission, Vision, and Value Statement, “We meet community needs with sensitivity, professionalism, and we hold ourselves



Park Police Officers often engage with community members.

accountable to each other and to the citizens we serve.” To make this value statement a living, breathing proclamation, we employ various outreach efforts to build trust and legitimacy as described in the Task Force Report. As the media and the public pay greater attention to community policing, law enforcement organizations, including the USPP, have looked at how we can continue to improve our outreach.

The USPP mission is unique in federal law enforcement. As an urban police force within the National Park Service, we provide law enforcement services to three distinct areas. In the Washington, DC-Metropolitan area we patrol and manage large-scale events on the National Mall featuring American icons such as the Washington Monument and the Lincoln Memorial. The USPP patrols five major parkways that serve as key routes into and out of the city. In addition, spread throughout DC and the surrounding counties are numerous parks nestled within neighborhoods and business districts that provide enjoyment for the communities surrounding them.

The New York Field Office is responsible for the law enforcement functions in the Jamaica Bay and Staten Island Units of the Gateway National Recreation Area (GNRA), as well as at the Statue of Liberty/Ellis Island National Historic Site. Headquartered on Fort Wadsworth in Staten Island, New York, the USPP has served at GNRA since its inception in 1974.

In the San Francisco Field Office (SFFO) we patrol the Presidio—a community in itself along with beaches and parks on which the community depends for improved quality of life. SFFO officers and investigators provide law enforcement and public safety services and manage many large special events at highly visited sites, including the San Francisco Maritime Museum, Aquatic Park, Ocean Beach, Crissy Field, Muir Woods, and Marin Headlands areas. These areas include two hotels, two hostels, six schools, 14 restaurants and cafes, 1,050 residential rental units, and more than 120 businesses, including the Lucas Digital Arts complex and the Walt Disney Museum.

With such varied jurisdictional areas, USPP officers engage with a wide spectrum of American communities. The trust and legitimacy with the communities we serve is built upon the outreach efforts we proactively

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conduct—whether neighbors out enjoying Riis Park in New York City, attendees at a birthday party in the Presidio, demonstrators exercising their first amendment rights on the National Mall or homeless residents who need our compassion. The USPP is engaged in a variety of outreach efforts.

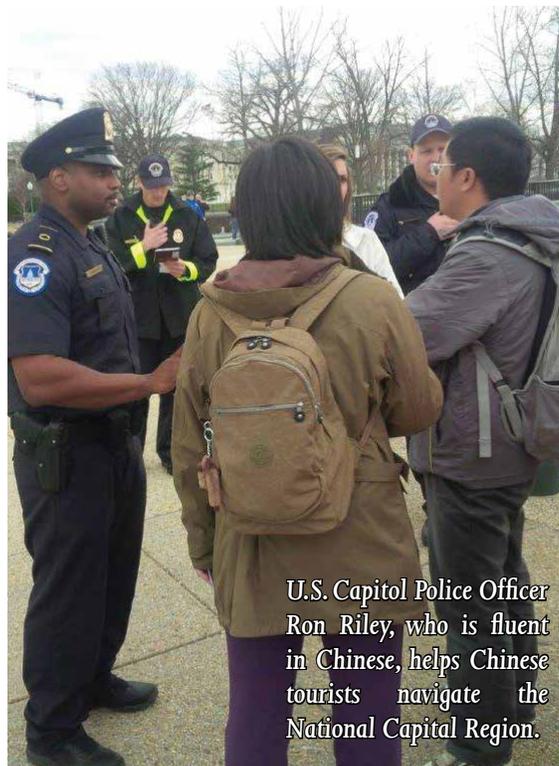
The USPP Explorers Program was developed to engage and educate young men and women ages 14-21 in the communities we serve. The Explorers Program develops their interest in law enforcement, reinforces citizenship through active community involvement and provides USPP mentorship that hones leadership skills, stimulates personal growth, and instills responsibility. The USPP Citizen's Academy is another community outreach effort that pays dividends by opening the lines of communication, resulting in stronger bonds and cooperative relationships with the communities we serve. The Academy is open to citizens 18 years and older and gives them an open forum of communication to learn about USPP as an organization, our policies and our procedures.

The USPP is also a proud participant in the National Night Out annual events that are held nationwide to raise awareness of police organizations and encourage positive community interaction. Last year we co-hosted, in conjunction with the National Park Service, a Bike and Trail Safety event at River Terrace Park in Washington, DC. The event included a bike tour with USPP officers, bike safety checks and family friendly events to engage the community with their local police officers. In addition, USPP representatives attend National Night Out Events nationwide in and around our primary jurisdictions.

With a strong commitment to our wounded veterans, the USPP hosts frequent therapeutic riding programs for them

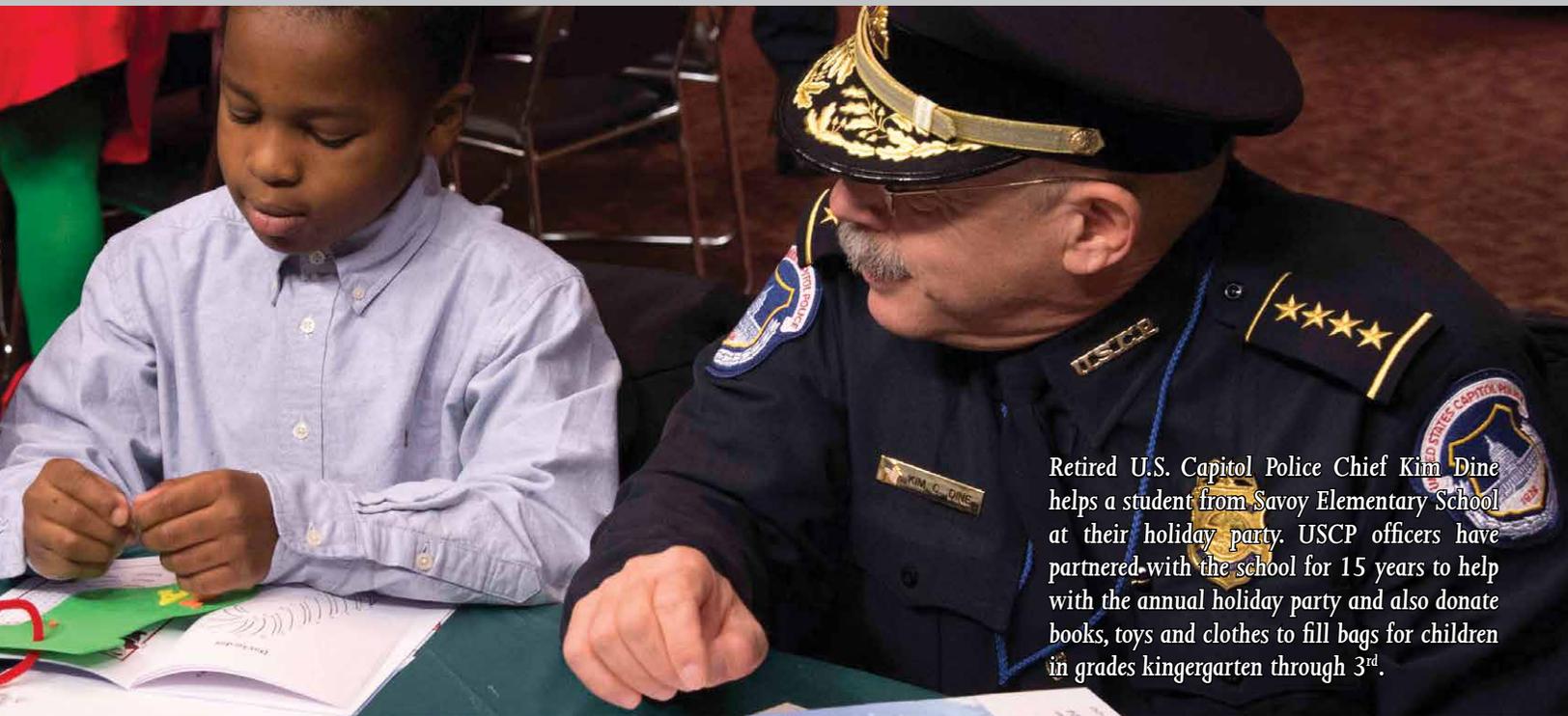
in conjunction with the Wounded Warrior Project. Veterans engage with USPP Horse Mounted Officers to ride horses in Rock Creek Park, creating a strong community bond between the USPP and our veterans. This partnership with the Wounded Warrior Program at Walter Reed Hospital and the Rock Creek Public Stables is a fundamental element of community policing as it conjoins service and volunteerism while building trust.

USPP Chief Robert D. MacLean and his management team are committed to community policing. While there is an expectation that police station commanders attend community meetings in the areas they patrol, Chief MacLean has rejuvenated this effort with a call for action. The initiative is guided by the President's Task Force on 21st Century Policing and will strengthen the trust and legitimacy of our organization and officers from the perspective of the community. In addition to his challenge to the command staff, Chief MacLean has promoted leadership throughout all levels in his "Back to Basics" memorandum to the Force. The Chief stresses operational readiness—be prepared, vigilant, and visible. We want our community to see, recognize, and trust our USPP officers.



U.S. Capitol Police Officer Ron Riley, who is fluent in Chinese, helps Chinese tourists navigate the National Capital Region.

While current events have demonstrated that law enforcement must improve community policing efforts, the USPP, as well as many other police organizations throughout the country, have been involved in the effort for many years. The USPP continues to self-reflect and see our organization from the viewpoint of community members. We want to know what we have been doing well all along and where our efforts have fallen short. Community feedback allows us to progress in our efforts and stimulates change. Law enforcement organizations do not operate in a vacuum. As Sir Robert Peel detailed in The Peelian Principles, "The police are the public and the public are the police."



Retired U.S. Capitol Police Chief Kim Dine helps a student from Savoy Elementary School at their holiday party. USCP officers have partnered with the school for 15 years to help with the annual holiday party and also donate books, toys and clothes to fill bags for children in grades kindergarten through 3rd.



Lieutenant Glenn P. Brogan

United States Capitol Police

The mission of the United States Capitol Police (USCP) is to protect the Congress—its Members, employees, visitors, and facilities—from crime, disruption, and terrorism. Further, the USCP protects and secures Congress so that it can fulfill its constitutional responsibilities in a safe and open environment. Since 1828 the sworn and civilian members of USCP have continued to adapt and evolve to fulfill this mission. The USCP has a responsibility to serve a diverse public and has discovered creative and effective ways of communicating with them and serving them.

Communicating with a diversity of stakeholders is aided by the 82 members of the department who speak 18 different languages. Interaction with the public is also aided by the variety of patrol methods in use, such as mountain bikes, motor units and foot patrols. The USCP also has numerous community outreach programs which have grown out of the department's community policing evolution. Some of these programs involve holding a yearly holiday party that benefits a local elementary school, hosting field trips for Cub Scouts who, upon completion of their "training day," are awarded with Junior Officer Certificates, conducting a child

safety seat inspection event and providing escorts to Honor Flight World War II veterans during trips to the Capitol. A favorite community event is a flag football game that pits Members of Congress (the Mean Machine) versus the USCP (The Guards). This bi-annual game is called "The Longest Yard" and proceeds raised are for the USCP Memorial Fund.

The most recent community outreach program that is based on the USCP's principal goal of fulfilling their mission is their "Responding to an Active Shooter: Run, Hide or Fight Back" program. The need for this initiative was driven by increased national and world events, including the 2011 shooting of a Congresswoman and 19 others during a public meeting near Tucson, Arizona. Attendees of this awareness program, who include congressional staff and Members of Congress, are taught that although their chances of being involved in an active shooter situation are statistically unlikely, they should be prepared to respond.

The classes, which are taught by officers who are a part of the USCP's Active Shooter Training Program, have afforded officers the opportunity to spend time with the public that they serve, while building trust within the congressional community. As a result, the department has seen a decreased level of fear about the subject, as those receiving the training now have the knowledge of what to expect and what is expected of them in an active shooter situation. Earning

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the trust of the Capitol Hill community and making them stakeholders in their own security and safety enables the USCP to better understand and address the needs of their community, and in turn, it allows the USCP to be even more successful in accomplishing their critical mission of protecting the entire Legislative Branch.



Robert E. Ray
Special Agent
Director, Inspector General Criminal
Investigator Academy

Sir Robert Peel is widely recognized as the father of modern policing. Well before American policing became a profession, Peel developed the Peelian Principles. These early 19th century principles are the foundation for policing in a democratic society, and they are the essence of American community-oriented policing. Further, Peel's nine principles embodied his belief that "the police are the public and the public are the police." Though the Inspector General community does not employ uniformed police officers, the 72 federal Offices of Inspectors General (OIG) employ roughly 4,000 criminal investigators who rely heavily upon Peelian Principles and community-oriented policing principles to prevent and detect fraud, waste, and abuse in government programs and operations.

Peelian Principle 7 states in part, "the police should at all times maintain a relationship with the public that gives reality to the historic tradition that the police are the public and the public are the police." This is no truer than in the Inspector General community. The nearly 15,000 professionals who comprise the Inspector General community are federal employees who work within the departments and agencies they oversee—a government community consisting of more than two million individuals. Regrettably, this work often includes criminal investigations of corrupt federal employees who administer government programs and private citizens who commit fraud in such programs. Further, these individuals often commit other crimes and become targets of state and local police agencies.

Fraud Awareness Briefings. Most OIGs regularly conduct fraud awareness briefings in their component agencies. The U.S. Department of Health and Human Services' OIG has

one of the most robust fraud awareness programs. This includes briefings to agency senior managers, program managers and administrators, contracting officers, grant administrators, and compliance officials. In addition to informing Department employees on fraud indicators, OIG investigators develop relationships with key managers and program administrators that often result in leads involving criminal violations in agency operations or programs. Further, OIG investigators learn more about how programs are administered and the effectiveness of agency internal controls.

Hotline Operations. The OIGs manage telephone and email "hotlines" that employees and private citizens can use to report fraud, waste, and abuse. Hotlines are a community service and enable OIGs to prevent and disrupt fraud and other criminal conduct. Additionally, hotline calls often help OIGs identify problem agency employees, weak internal controls, and other vulnerabilities in program administration. Even if hotline complaints do not result in criminal convictions or administrative actions, agencies can use the information to strengthen programs and prevent the loss of millions in taxpayer dollars. The U.S. Department of Defense's OIG manages one of the most active hotline operations, which consistently produces criminal cases, results in saving millions of taxpayer dollars, and saves American warfighter lives.

Police Roll-Call Briefings. Since some federal programs involve "street-level" crime, OIG criminal investigators often work directly with police agencies to prevent and identify fraud in the community. For example, in the 1990s, the U.S. Department of Agriculture's OIG conducted roll-call briefings at Nashville Metropolitan Police stations and substations to educate patrol officers on food stamp trafficking. The briefings resulted in numerous referrals and leads involving food stamp trafficking by local businesses. Moreover, the briefings resulted in a better informed local law enforcement community that could detect trafficking activity and notify the local OIG office. This proactive effort ultimately resulted in dozens of federal and state criminal prosecutions and administrative actions against businesses engaged in food stamp trafficking.

In keeping with Peel's ninth principle, which states, "The test of police efficiency is the absence of crime and disorder, not the visible evidence of police action in dealing with them," the 72 OIGs strive to prevent fraud, waste, and abuse



by employing proactive, community-oriented policing principles. This community-oriented partnership approach is built upon the belief that we can solve community problems best when working with our fellow community leaders and members. Furthermore, adopting and applying community-oriented policing principles in the Inspector General community is simply good government – wisely using limited resources and community relationships to prevent costly frauds, abuses and waste. Here, the Inspectors General, who are charged with ensuring integrity, economy and effectiveness in government operations, are leading by example.



Steve Juneau
Academy Director
United States Indian Police Academy

The community policing components of partnership and problem solving are quickly recognized by Native officers because they are raised in the community as a “stakeholder” with the expectation of working together to find solutions-which they know also impacts them both professionally and personally.

From the beginning, policing in Indian Country has been inherently “community-oriented” and personal by nature. Native officers have grown up in the Tribal community; understand the relational nuances, values, and culture; and serve a population that principally comprises relatives, friends, and generally known citizens. Because of the familiarity, many “proactive” approaches are informal and entail meaningful responses. For example, a vandalism incident may involve collaboration with a community elder, spiritual leader, parents, and the school to educate the youth in preserving community quality, cultural and historical significance, and expectation of the youth as the Tribes future.

The national inception of the community policing philosophy has aided to formally define the traditionally practiced approaches by Indian Country law enforcement departments. The United States Indian Police Academy trains officers from 201 Bureau of Indian Affairs (BIA) or Tribal (Indian Country) police departments. Since the mid-1990’s, the Academy has formally implemented community policing

curriculum in basic and advanced training programs. New officers quickly recognize the philosophy and components because of their community and traditional background. The layering of the community policing components over the already established awareness of the community values helps to facilitate a formal understanding of the community policing process and strategies.

The overall impact for Indian Country police departments and communities has been the strengthening of training and strategy to address local contemporary drug and crime issues. One example involving multiple police departments was a BIA led crime reduction initiative. Officers already armed with the knowledge of community policing by the Academy were provided specific crime reduction strategies and resources. The departments utilized their established partnerships, collaboration, and problem solving, which resulted in a successful significant decrease of violent crimes at all locations.

ⁱAri Melber and Safia Samee Ali, *After a Dangerous Year, Officers’ Family and Colleagues Reflect* (NBC News, January 16, 2016) <http://www.nbcnews.com/news/us-news/after-dangerous-year-officers-family-colleagues-reflect-n497591>

ⁱⁱ1. President’s Task Force on 21st Century Policing. 2015. Final Report of the President’s Task Force on 21st Century Policing. Washington, DC: Office of Community Oriented Policing Services.

ⁱⁱⁱIbid., p. 1.

^{iv}Ibid., p 7.

^vSir Robert Peel’s *Principles of Law Enforcement*, 1829. Found at https://www.durham.police.uk/About-Us/Documents/Peels_Principles_Of_Law_Enforcement.pdf



MARY ANNE LESIAK is a program analyst in the Regional and International Training Directorate. Prior to joining FLETC in 2014, Mary Anne served in several roles at Apple Tree Institute for Education Innovation, including Chief of Staff, Chief of Strategic Initiatives and Director of Education. At Apple Tree Institute, a non-profit located in Washington, DC, she led the development, implementation and dissemination of research-based curricula, teacher training and evaluation tools designed to improve teaching and learning in under-resourced schools. Mary Anne has also served as an Educational Website Coordinator at the US Mint, a Program Analyst at the US Department of Education, and a teacher in the District of Columbia Public Schools. She earned a Master in Teaching from American University and a Bachelor of Arts in Government and Politics from the University of Maryland, College Park.

SOCIAL MEDIA

Is Your Organization Using It to Its Fullest Potential?

By Preston Farley

History has yet to reveal which police agency began using social media first, or in what capacity. Undoubtedly, whichever one it was could not have known how that first small step would grow by leaps and bounds into what, for many agencies today, is an indispensable tool used across a wide range of police work.

First of all, what do we mean by “social media?”

According to Oxford Dictionaries, social media is defined as websites and applications that enable users to create and share content or to participate in social networking. In other words, it provides ways in which people can use computers or smartphones to interact with others. Currently, the most popular social media site on the planet is Facebook with an estimated 900,000,000 unique





monthly viewers. The remaining top 10 most popular social media sites in descending order of viewers are Twitter, LinkedIn, Pinterest, Google+, Tumblr, Instagram, VK, Flickr, and Vine at number 10 with 42 million unique monthly visitors.¹ Each of these sites has a unique interface and different way to interact with others. Some are text-based, some are picture-based, and others are video-centric.

Social media use by law enforcement falls into three broad categories: investigative, administrative, or public liaison. The earliest use of social media by law enforcement was probably investigative as there always seems to be a number of scams that utilize social media. In one case, a 33-year-old suspect was using the social media site

Omegle, which allows chat, audio, and video between two random users. While users are supposed to be 13 years of age or older, age verification is easily bypassed. The suspect would engage in conversations with girls as young as eight by posing as an eight-year-old himself. He would persuade them to partially remove their clothing on camera while he was recording them. A short time later, he would reconnect with the victim on the service and play back the video of them disrobing and extort more extreme acts or threaten to show the video to their parents and peers. When caught, the suspect had allegedly amassed hundreds of such extortion videos.²

Administratively, some departments report using social media to communicate with their staff about new or



revised work rules from human resources. One chief of police in Texas publicly tweets the names of all staff who are fired along with the reasons.³ Another administrative use of social media is to investigate staff misconduct. An alleged incident occurred with a deputy at a party wearing an “offensive” Halloween costume, which was subsequently publicly posted on Facebook. Management was able to view the Facebook post, confirm that the costume in question was in violation of organizational policy regarding public behavior, and take appropriate action. Many hiring agencies are now looking at prospective employees’ social media footprints as part of the hiring process. As more and more people begin to post more and more of their activities on social media sites, it opens up the possibility of closer inspection of their personal lives, whether they are private citizens or public safety officers.

It is in the public liaison category that social media has really come to the forefront with respect to law enforcement. For example, in some instances deft usage of social media by police has helped diminish the recent spate of public antagonism in some quarters against law enforcement. Another example of law enforcement using social media to serve the purpose of public liaison was during the Boston Marathon bombing⁴, when hundreds of thousands of people were directly impacted by a terrorist act and the distribution of accurate information was a requirement. The Boston Police Department was able to communicate with the public on a large scale in real-time via Facebook and Twitter. The department was also able to correct misleading information from other social media sites and even from traditional media outlets. As Facebook and Twitter are designed as two-way communication platforms, they can be invaluable.

There are tremendous numbers of resources available to a police department that wishes to leverage the power of social media. For example, the International Association of Chiefs of Police (IACP) has an entire website devoted to social media at <http://www.iacpsocialmedia.org/News.aspx>. This site provides specific examples of how police departments around the U.S. are currently using specific social media sites to engage with the public. As

for department policy on social media, the IACP has a fantastic article entitled Social Media in Policing: Nine Steps for Success,⁵ which outlines a series of steps an agency should at least consider when deciding upon a social media presence for its organization, including:

1. have a written policy regarding the use of social media,
2. have one point of contact in the organization for social media, and
3. avoid anonymity within their social media presence.

The entire point of social media is to be more social, which means a two-way channel of communication must exist.

Whether to aid in community policing, to serve as an investigative tool, or to accomplish administrative tasks like employee background checks, social media has undoubtedly established itself as an indispensable part of many law enforcement agencies. Is it part of yours?

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When Police Interface with Citizens Exercising Their Rights

By Tim Miller

Simon Glik was taken into custody after he exercised his right to make an audio-visual recording of police officers making an arrest in a city park. Shawn Northrup was seized and cited after he holstered a pistol to his side in a state that allowed him to openly carry a firearm. Then came the big surprise for the officers – lawsuits. The officers could not articulate a reasonable restriction on the rights.

The law is not new. The founding fathers promised the people certain rights, later guaranteed in the U.S. Constitution. First, whether by coincidence or not, is the First Amendment's right not only to speak out about government abuses, but also to gather information about how government officials perform their duties. Second, is the right to bear arms, or self-defense. Skip the Third Amendment (no quartering of soldiers in private homes) and the discussion can turn to reasonable restrictions.

What could restrict the right in this case?

- Driving down Main Street, Jones saw Officer Smith conducting a traffic stop and decided to record the event.

Jones parked beside the road, but before he could start recording, Smith ordered him to move his car. Jones shouted back, "No! I'm exercising my First Amendment right to record public officials performing their duties!"

The Fourth Amendment protects people from unreasonable searches and seizures, not reasonable ones. Depending on a law against parking by the road—Jones could be cited or even arrested.

The determinative issue under the Fourth Amendment is whether the search or seizure was objectively reasonable – and objective reasonableness always depends on the facts. Facts supporting the elements of a criminal statute put an arrest within the range of reasonable options. What if Officer Smith stopped the car based on reasonable suspicion that the occupants were armed robbers? An order for bystanders to disperse would seem reasonable. Or what if Smith lawfully stopped a car and one of the occupants got out and started recording? Officers can control the driver and passengers in the car.

EXERCISING YOUR RIGHTS



The Fourth Amendment's objective reasonableness standard gives police officers power and protection from civil liability. It should not take a lot of explaining why seizing Glik and Northrup was unreasonable. While their conduct was annoying or even unsettling, they did nothing wrong. The better question is what keeps officers from using their very discretionary Fourth Amendment powers as a retaliatory measure against someone for ... say, exercising a right?

Consider this ...

- Officer Smith was making an arrest in a federal park. Jones walked up to within five feet of Smith and voiced his opinion that the arrest was an abuse of government power: "That's f---ed up!" Smith ordered Jones to move back. "F--- you!" Jones responded in predictable prose, "I'm exercising my First Amendment right!" Officer Smith arrested Jones not only for disobeying an order, but for also dropping the f-bombs.

An arrest for refusing to leave the immediate scene of an arrest was reasonable, but an arrest for shouting expletives

was not. Where matters of public interest are concerned, the First Amendment protects free expression. After all, why should police officers be more immune from hateful language than presidents? Still, probable cause to arrest only depends on whether the facts known to the officer at the time support an arrestable offense, not whether the officer arrested the suspect for the right one. The facts supported an arrest.

End-of-story ... or is it?

What if Officer Smith's underlying motive for arresting Jones was for his colorful description of the arrest? Obviously, police officers should not use their Fourth Amendment arrest powers because they fear, dislike, or disagree with the views of others. Still, the Supreme Court has never held that there is a right to be free from a retaliatory arrest that is otherwise supported by probable cause. The lower federal courts of appeals are split on the issue. Smith, therefore, could request qualified immunity—the officer's defense to standing trial for a constitutional tort. Unless the law clearly establishes where liability begins, the case should be dismissed.



What is the reasonable restriction on the right? The people have a First Amendment Right to speak out about what they believe are government abuses and to record public officials performing their civic duties. If these officers want to restrict that right in some way, they should be ready to articulate facts supporting a reasonable restriction.

While the extent of protections under the First and Second Amendments have yet to be determined, they at least remove free expression and self-defense from the list of reasons for searching or seizing someone. Absent some other objectively reasonable reason, a Fourth Amendment violation will prevail. Moreover, there is not an automatic firearm exception. An investigative detention (Terry Stop) requires at least reasonable suspicion that a crime is afoot; a limited search for weapons (Terry Frisk) requires reasonable suspicion that the suspect is presently armed and dangerous.

What is missing ...?

- An anonymous informant reported that a juvenile at a bus stop had a gun. The informant identified the bus stop and said that the kid was wearing a plaid shirt. Officer Smith responded and saw someone matching the tipster's description. Other than the anonymous tip, however, Smith had no reason to believe the kid was violating the law, but performed a stop and frisk anyway. The frisk revealed a gun. State law prohibited juveniles from carrying a concealed firearm and Smith arrested the young man.

Missing is reasonable suspicion. Reasonable means reliable, and the tip was only reliable in its assertion that there was a kid, matching the informant's description, at the bus stop. Smith could establish the tipster's reliability by waiting and watching, or he could approach the suspect like anyone else (i.e., a consensual encounter), and look for facts corroborating the caller's assertion of illegality. Nervousness and a bulge at the suspect's waistband, along with everything else, should be enough to establish reasonable suspicion that the kid is committing a crime and that he is presently armed and dangerous.

What is missing here ...?

- Officer Smith stopped Jones for speeding. Dispatch reported that he had a license to carry a concealed firearm. A National Rifle Association (NRA) sticker was also on Jones's windshield. Smith frisked Jones for weapons. While a lawful traffic violation is enough to temporarily seize everyone in the car, carrying a firearm in accordance with state law and a NRA membership falls short of reasonable suspicion that Jones is presently armed and dangerous. The frisk is not reasonable.

Try one more...

- Tennessee law allowed anyone with a permit to carry a handgun in a state park. A handgun was defined as a firearm with a barrel length less than 12-inches that was designed to be fired with one hand. Jones went to a park one day. He had an AK-47 pistol with a 30-round clip slung across his chest. The barrel met the legal limit for a pistol by a half inch. Jones also painted the tip of the barrel orange (the law didn't say he couldn't), and to catch any suspicious officer who might try to stop him, he carried a recording device. Officer Smith promptly stopped and frisked Jones. After confirming that the gun narrowly met the definition of a handgun, Jones was released.

The Constitution requires reasonable suspicion of a crime, not that a crime occurred. Jones did his best to look suspicious and cannot cry foul after Officer Smith took the bait long enough to confirm or deny the suspicion. The barrel length, its orange tip, and the large banana clip could lead an officer to reasonably suspect that the weapon did not meet the legal definition of a handgun, or that it was an illegal weapon disguised as a toy. The same facts supported a frisk.

One might claim that police officers have to make tough choices when interfacing with citizens exercising their rights, especially in a situation where one citizen is carrying a firearm and another is chastising the officer for not doing more to protect the public. But the truth is that officers have no choice, unless there is a reasonable restriction on the right.

Citations

¹See *Glik v. Cunniffe*, 655 F.3d 78 (1st Cir. 2011) and *Northrup v. City of Toledo*, 785 F.3d 1128 (6th Cir. 2015).

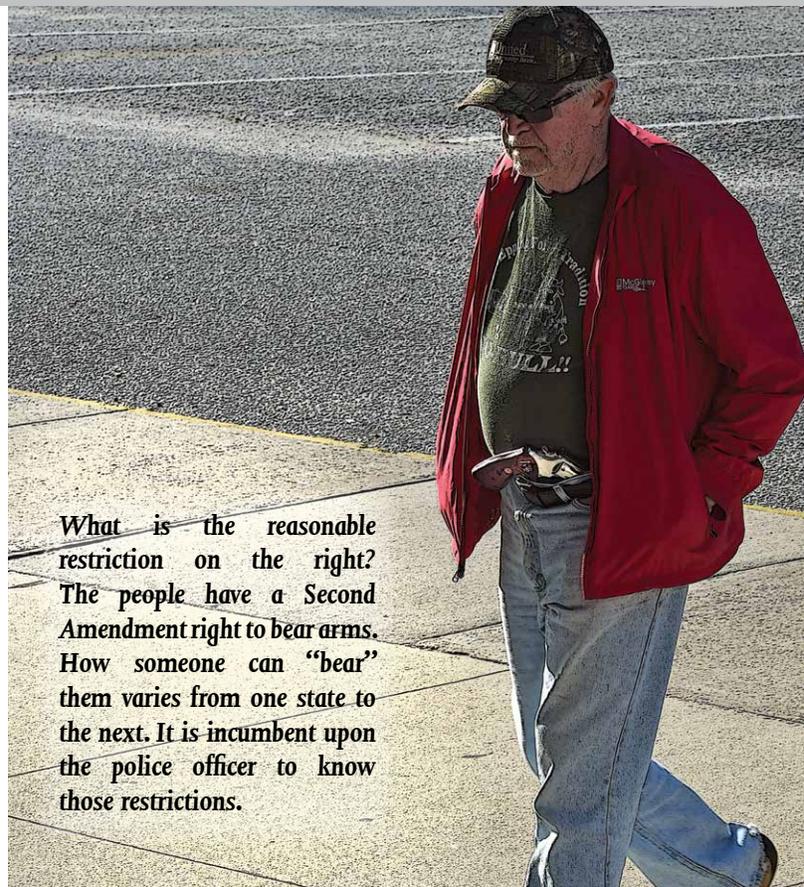
²See *Gericke v. Begin*, 753 F.3d 1, 8 (2014) (The circumstances of some traffic stops, particularly when the detained individual is armed, might justify a safety measure—for example, a command that bystanders disperse).

³*Maryland v. Wilson*, 519 U.S. 408, 414 (1997) (passenger could be ordered out of a car during a traffic stop); see also *Pennsylvania v. Mimms*, 434 U.S. 106 (1977) (driver could be ordered out of a car during a traffic stop).

⁴*U.S. v. Poocha*, 259 F.3d 1077 (9th Cir. 2001).

⁵See *Snyder v. Phelps*, 562 U.S. 443 (2011).

⁶*Devenpeck v. Alford*, 543 U.S. 146 (2004).



What is the reasonable restriction on the right? The people have a Second Amendment right to bear arms. How someone can “bear” them varies from one state to the next. It is incumbent upon the police officer to know those restrictions.

⁷The U.S. Supreme Court has never held that there is a right to be free from a retaliatory arrest that is otherwise supported by probable cause. *Reichle v. Howards*, 132 S.Ct. 2088 (2012). The federal courts of appeals are split on the issue. *Dukore v. D.C.*, 799 F.3d 1137 (D.C. Cir. 2015).

⁸*Florida v. J.L.*, 529 U.S. 266 (2000)

⁹*Embodly v. Ward*, 695 F.3d 577 (2012).



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CONCERNS OF POLICE SURVIVORS



FLETC Director Connie Patrick recently hosted the executive director of Concerns of Police Survivors (C.O.P.S.), Dianne Bernhard, at FLETC in Glynco, Georgia. Since 2013, the FLETC site in Cheltenham, Maryland, has hosted three C.O.P.S. Kids events, which were attended by the children of officers killed in the line of duty. Each year, between 140 and 160 law enforcement officers are killed in the line of duty. Their families and co-workers are left to cope with the tragic loss. The C.O.P.S. organization provides resources to the families of these fallen heroes, to help them rebuild their lives and manage the loss of their loved ones. Director Patrick is exploring how FLETC can give access to the organization at its other training facilities in Charleston, South Carolina; Artesia, New Mexico; and Glynco.

While at FLETC-Cheltenham, the children receive an intensive half day of group and individual counseling sessions to help them manage and process the loss of their loved one. Many return year after year to participate. The other half of the day is devoted to bonding and sharing activities sponsored by law enforcement. Examples include talking to mounted patrol and K-9 units with their animals present, a hands-on tour of a helicopter with law enforcement pilots, and the “drunk goggles” safety presentation with patrol units, just to name a few.

“In my almost 30 years in law enforcement, little has moved me as much as the C.O.P.S. Kids event that I attended for the first time in 2015,” said Danny Auer, FLETC-Cheltenham site director. “When close to 40 children arrive under police escort, most wearing t-shirts emblazoned with the names of their lost loved one including their start of duty and end-of-watch dates, it is impossible not to share Director Patrick’s urgency that we can do more.”

Photo Above: Local police join FLETC Cheltenham staff in welcoming C.O.P.S. Kids, children of officers killed in the line of duty, to the Center for a day of activities and bonding.

As the Office of Charleston Operations joins the effort by hosting a C.O.P.S. event in 2016, Cheltenham will continue to host C.O.P.S. Kids every year during Police week,” said Auer.

C.O.P.S. was organized in 1984 with 110 individual members. Today, the organization’s membership is over 30,000 families and includes spouses, children, parents, siblings, significant others, and affected co-workers of officers killed in the line of duty. C.O.P.S. is governed by a National Board of law enforcement survivors, and the national office in Camdenton, Missouri, administers all its programs and services. C.O.P.S. has over 50 chapters nationwide that work with survivors at the grassroots level.

The organization’s flagship programs include the National Police Survivors’ Conference held each May during National Police Week; scholarships; peer-support at the national, state, and local levels; “C.O.P.S. Kids” counseling reimbursement program; the “C.O.P.S. Kids” Summer Camp; “C.O.P.S. Teens” Outward Bound experience for young adults; special retreats for spouses, parents, siblings, adult children, in-laws, and co-workers; and a myriad of other assistance programs.

During the course of the organization’s growth and development C.O.P.S. has determined that a survivor’s level of distress is directly affected by the agency’s type and level of response to the tragic loss. As a result, in addition to its own day-to-day mission, C.O.P.S. also offers training and assistance to federal, state and local law enforcement agencies nationwide on how to respond to the tragic loss of a member of the law enforcement profession.