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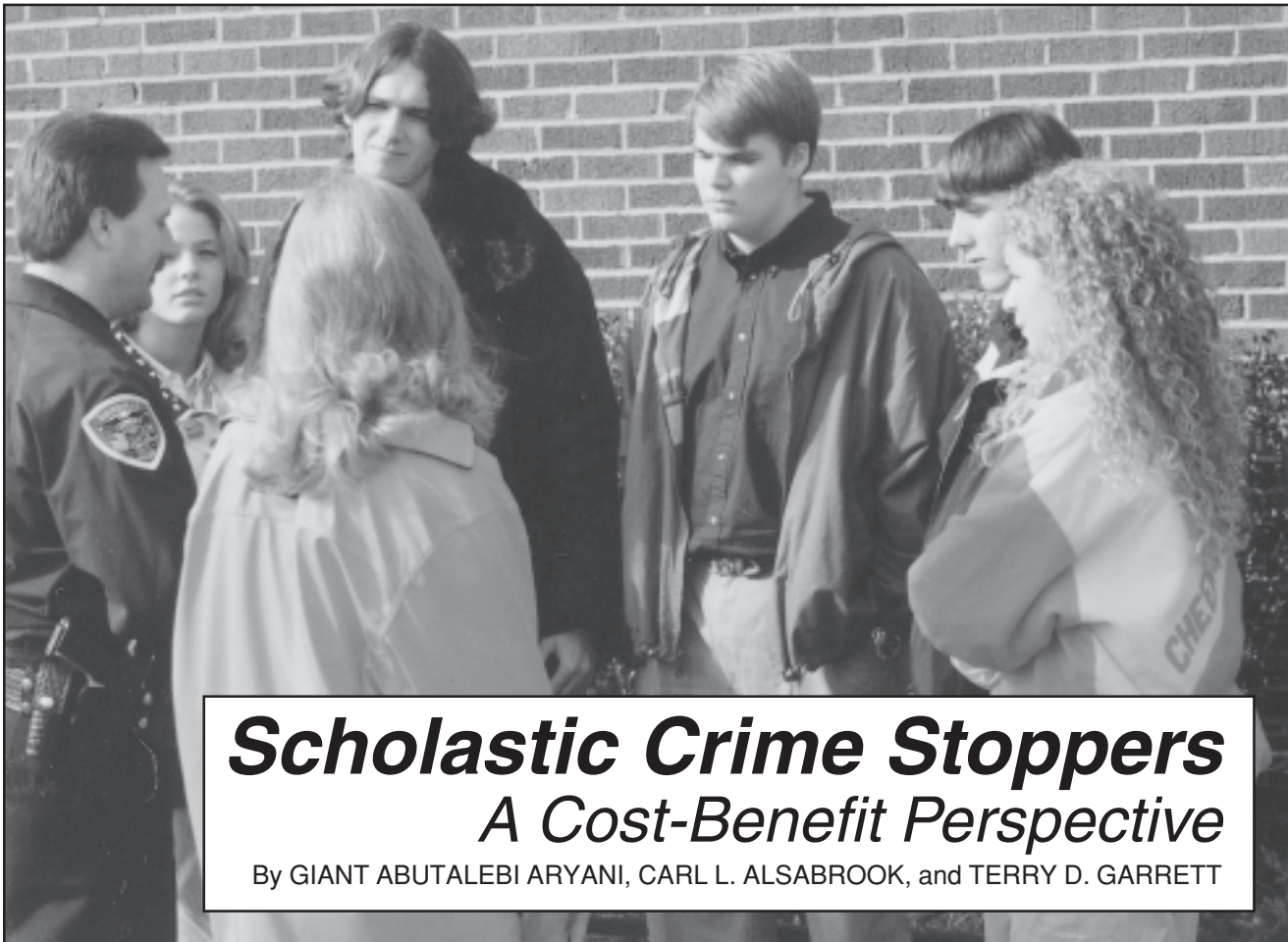
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# ***Scholastic Crime Stoppers*** ***A Cost-Benefit Perspective***

By GIANT ABUTALEBI ARYANI, CARL L. ALSABROOK, and TERRY D. GARRETT

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**T**oday, school violence stands at the forefront of the national and local public agenda. However, despite recent occurrences, schools are not dangerous places in the community. In fact, theft represents the major concern on campus—not violence.<sup>1</sup>

The implementation of a Scholastic Crime Stoppers program, a proactive approach that uses students to prevent and solve crimes, constitutes one of the best and least expensive crime prevention strategies. Who has suitable crime prevention information and knows the hearts and minds of their peers but the students themselves? Scholastic

Crime Stoppers is a confidential crime- and incident-reporting program in middle and high schools, which pays rewards for successful tips leading to preventing and solving campus crimes. Modeled after metropolitan and county Crime Stoppers programs across the country, agencies can implement such a program on campuses in their jurisdictions and reap huge benefits for their communities.

## **HISTORY OF SCHOLASTIC CRIME STOPPERS**

Scholastic Crime Stoppers evolved out of the Crime Stoppers program.<sup>2</sup> In 1983, an officer with

the Boulder, Colorado, Police Department established the first Scholastic Crime Stoppers in the United States.<sup>3</sup> The program allowed students to provide tips about crimes on campus to the school administration. Students could remain anonymous to alleviate fears of retaliation. To counter student apathy, the department offered monetary rewards ranging from \$5 to \$100 for tips proving instrumental in solving a crime. Student directors, appointed by the program coordinator for the agency, advertised, raised funds, and determined award amounts for helpful tips after reviewing information.<sup>4</sup> The success



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of the Scholastic Crime Stoppers program in Boulder spread slowly, but steadily, to other schools around the country.

## **PROGRAM IMPLEMENTATION**

The successful implementation of a Scholastic Crime Stoppers program depends on the commitment of the agency, the campus administrators, and the students. In addition, the support and commitment of a local community Crime Stoppers program can help the Scholastic Crime Stoppers program to succeed.

### **Agency Commitment**

Members of a law enforcement agency seeking to establish a Scholastic Crime Stoppers program must obtain the support of their administrators. The agency member proposing the implementation of such a program should present the program's concept to the agency

head and the command staff. Ideally, that member should provide administrators with information and statistics about Scholastic Crime Stoppers from other jurisdictions. Once implemented, the command staff of the crime prevention and detective divisions should stay involved in the program and keep informed of program activities and resulting statistics. The agency's successful, full-time commitment to the program occurs with the proper selection of a program coordinator. Generally, an agency's resident school resource officer (SRO) fills the coordinator's role because the officer knows the campus, the administrators, and the students. If an agency does not employ SROs, then a senior police officer from the crime prevention or detective division should fill the coordinator's position.

The coordinator should possess excellent human interaction and media relations skills to ease

communication with the campus administrators, the faculty, and the public. Such officers should be organized and work well with juveniles. Most important, to establish a trusting relationship with the students, they must respect the students' sovereignty. A large amount of patience, ethics, and integrity, as well as respect for anonymity, represent essential character virtues of these officers.

Functionally, the coordinator attends all student board meetings as a nonvoting member and informs and instructs board members about crimes that occurred and laws that students violated, as well as keeping the members abreast of legal developments, such as case law and penal statutes. During board meetings, members should make recommendations for reward payouts for successful tips. If requested, the coordinator can help with fundraisers and public relations events promoting the program. Also, the

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coordinator advises campus administrators and functions as a liaison between the faculty and the law enforcement agency, as well as between students and the agency. The coordinator always should keep promises made to students and faculty to maintain the established trusting relationships. Informants and victims must remain anonymous at their request. Finally, the agency should commit a well-publicized phone tip line to the program, if not done so by the campus administrators.

### **Campus Administrators Commitment**

The commitment of campus administrators is crucial to the success of a Scholastic Crime Stoppers program. The more encouragement and autonomy the students receive from these individuals, the greater the probability of a successful program.<sup>5</sup> While administrators should tailor the program to fit their schools' unique needs,<sup>6</sup> they also should focus primarily on accepting that campus crime exists and, in turn, knowing how to handle it. Actively responding to campus crime can decrease campus victimization rates in the long run and create a positive perception of campus safety by students, faculty, and the public.

Once fully committed, administrators should dedicate a well-publicized phone tip line to the program or provide another way for students to anonymously convey crime tips, such as comment boxes. The school helps the program with Scholastic Crime Stopper hot lines, message billboards, video reenactments,

flyers, logos, and faculty in-class announcements.<sup>7</sup> The faculty effectively must disseminate information and develop an in-service workshop to train staff members and foster their awareness of the program's importance for campus safety.

Finally, campus administrators should designate an effective, well-respected faculty advisor to the program, such as an assistant principal or senior staff member. The advisor selects the first student board of directors, attends all student board

and policies, and sets meeting locations and dates. The advisor also functions as liaison between parents and students and ensures that parents only have a secondary support role.<sup>9</sup> Any greater role can unduly influence the student autonomy of the program. The faculty advisor proves instrumental in promoting the program and raising funds for it and, finally, implements a procedure for the anonymous payout of rewards.

### **Student Commitment**

The student board of directors of a Scholastic Crime Stoppers program is the nucleus of the organization. Student board members must believe in the program's benefits and commit to the concept. They must attend all board meetings and function as ambassadors for the program, which entails a substantial time commitment. Additionally, student board members may have voting rights at the local Crime Stoppers board meetings, depending on the program's policies.

The role of the student board of directors comprises the advertising and marketing of the program, as well as raising funds through donations, bake sales, school dances, and booster club events. The board also discusses crime information and determines reward amounts,<sup>10</sup> but it never investigates a crime.<sup>11</sup> Further, the identity of informants, victims, and suspects remains confidential.<sup>12</sup> Informants are referred to only by their assigned code number, and board members must respect the anonymity requirement. Participating students must remain in good academic standing and stay

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***The local Crime Stoppers commitment spans from financial and educational help to moral and ethical support.***

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meetings as a nonvoting board member,<sup>8</sup> and appoints successive student board members, although schools should implement a formal venue for student applications. The advisor constantly monitors the academic standing of student board members. Students who fall in academic standing, as defined by the advisor or administrators, at any time during the academic year should be dismissed from board duties. The faculty advisor functions as a liaison between the campus administration and students, keeps students abreast of campus rules

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out of trouble both on and off campus. With the help of the program coordinator and the faculty advisor, student board members devise a set of bylaws for the organization. The greatest task of the student board members is to create the awareness and philosophy among all students that their responsibilities include taking a stand against victimization by reporting all criminal activity to the proper authorities.<sup>13</sup> It is not just the role of law enforcement and campus administration.<sup>14</sup>

### Local Crime Stoppers Commitment

The support of a local Crime Stoppers program helps ensure the long-term viability of a Scholastic Crime Stoppers program. The local Crime Stoppers commitment spans from financial and educational help to moral and ethical support. For example, the local Crime Stoppers can fund appreciation dinners for student board members, donate start-up money to the student board to organize fund-raisers, and augment reward payments for successful tips beyond the Scholastic Crime Stoppers reward schedule limits. Further, it may provide guidance and advice when contacting individual and corporate sponsors. The local Crime Stoppers program should assist the campus program in obtaining nonprofit organization status recognition from the Internal Revenue Service—often a necessary precursor for corporate donations.

Ideally, the local Crime Stoppers board should invite a limited number of the Scholastic Crime Stoppers student board members to

its meetings and include the coordinator and faculty advisor as nonvoting members. The Scholastic Crime Stoppers board members inform the local Crime Stoppers board about campus incidents and planned activities. In return, student board members attending these meetings receive the learning experience of a countywide or metropolitan program and of general crime prevention activities. But, board members of the local Crime Stoppers program should not attend the Scholastic Crime Stoppers board meetings

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***The success of the Scholastic Crime Stoppers program...spread slowly, but steadily, to other schools around the country.***

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because their attendance may limit the autonomy of the campus program. At the very least, students may perceive such activity as a danger, which might damage the cordial relationship between the two organizations.

If the state in which the Scholastic Crime Stoppers exists has a certification process, the program's board may decide to pursue independent certification or become certified under the umbrella of the local Crime Stoppers program. In either case, the autonomy of the

campus program should never be jeopardized. The commitment of the local Crime Stoppers program cements the foundation for a beneficial partnership with the Scholastic Crime Stoppers program.

### COSTS

The costs of a Scholastic Crime Stoppers program to the coordinating law enforcement agency are comparatively minimal. Participating students and the campus administrators assume almost all of the costs associated with the implementation and operation of the program. For example, students volunteer their labor for board meetings, promotional events, and fund-raisers. The individual and business donations received through these fundraisers ideally cover the cost of reward payments and materials, such as banners, flyers, signs, T-shirts, and miscellaneous supplies.

Additionally, the partnering community Crime Stoppers program may help alleviate some of the costs by partially paying for material costs. In rare circumstances, it may help out with the reward payment cost.

The campus administration helps financially with material costs. The administration also alleviates the cost of promotional advertisement in local news media and the student paper, if it cannot negotiate access to free public service messages in the media. Official press releases can be substituted to minimize costs. The school provides accommodation for board meetings and facilities for anonymous tips, such as a phone tip line or comment box. It also pays any

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extra labor costs incurred by the faculty advisor, if the additional labor time is not volunteered.

The law enforcement agency's costs are few. The coordinator can fulfill most of the program-related tasks during duty time. The agency covers overtime and decides whether to pay for overtime or grant compensatory time. The agency decides whether to employ crime prevention or seizure funds to help the program with its material costs. Unfortunately, the agency possibly may incur wasted investigation time due to overzealous, inaccurate, or even malicious tips.<sup>15</sup> Moreover, if the coordinator disregards the anonymity requirement, the agency potentially may expose itself to liability costs in court cases depending on state law. A defendant's attorney may motion for full information disclosure to obtain the names of informants to verify their credibility.<sup>16</sup> Finally, the agency should recognize intangible psychological costs, which adversely may affect the program's effectiveness. These costs comprise the potential loss of privacy of students, parents, and faculty due to an investigation initiated because of a tip and can extend to the potential creation of an atmosphere of mistrust and suspicion on campus.<sup>17</sup>

## BENEFITS

The multitude of benefits of a Scholastic Crime Stoppers program far outweigh the anticipated costs, however. They accrue not only to the law enforcement agency but also to the campus administration and the student body. To the student body, a Scholastic Crime Stoppers

program encourages school spirit, pride, and responsibility.<sup>18</sup> It promotes a positive image of their school. The program can reduce rates of victimization for students, who can reap the intangible benefit of an increased sense of security, as well as reduce the fear of reporting an incident or a crime.<sup>19</sup> When students feel that schools take steps to counter crime on campus, they develop a greater sense of control over their environment.<sup>20</sup> From a practical perspective, actively participating students engage in a valuable

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extracurricular activity and learn how the board of an organization functions. Further, the program exposes the student body to the criminal justice system and the general crime prevention philosophy of today's policing.<sup>21</sup> The long-term benefit of this exposure can result in greater cooperation of students with law enforcement, even in these students' adult lives. If students' positive experiences with the criminal justice system translate into their homes, the long-term benefit of a Scholastic Crime Stoppers program

increases substantially through the positive multiplier effect on students' siblings and parents.

The campus administration benefits from a Scholastic Crime Stoppers program in several ways. First, the program enhances the school's image and improves campus morale.<sup>22</sup> Declining campus crime rates will enhance this result in the long run as well. Second, the program credibly publicizes the importance of fighting alcohol and other drug sales and use on school property. Also, it leads to a better working relationship with local law enforcement or campus police.<sup>23</sup> Other more indirect benefits realized by the campus administration include a decreased risk of lawsuits due to crime, a corresponding increase in liability insulation for the administration, and a potential reduction of insurance costs.<sup>24</sup> Finally, the program might reduce worker's compensation fraud and the turnover rates of lower wage employees.<sup>25</sup>

The coordinating law enforcement agency usually finds direct benefits from this program. The anonymous incident and crime reporting characteristics of the program lead to a higher reporting rate, resulting in a statistical increase in the crime rate. The higher reporting rate gives a more accurate statistical picture of the quantity and types of crimes committed on campus. This helps law enforcement fight crime and prevent future offenses. A decrease in crime rates will result in a direct benefit over time. Further, tips emanating from such a program reduce the agency's offense investigation time and can result in

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faster crime resolution.<sup>26</sup> Good public relations and cooperation with campus administrators, students, and parents become an indirect benefit of the program to the agency. The resulting public goodwill toward the agency can facilitate future agency investigations and implement future department programs and support help for their needs, such as personnel and equipment.

### ROCKWALL'S EXPERIENCE

In 1991, the Rockwall, Texas, Police Department became one of the first agencies in Texas to form Scholastic Crime Stoppers programs in the middle and high schools in its jurisdiction. Using their SROs as program coordinators and faculty members as advisors, student boards of directors began programs similar to the program in Boulder. The schools' administrators established an anonymous tip line and set a reward schedule

ranging from \$25 to \$100 for successful tips. In 1994, the police department brought the campus programs under the umbrella of Rockwall County Crime Stoppers. Although the Scholastic Crime Stoppers still remain autonomous entities, this organizational move facilitated the direction of financial, educational, moral, and ethical support toward the programs. Three student director members attend the county Crime Stoppers board meetings to learn about a countywide program and crime prevention programs in general.

The success of Rockwall's Scholastic Crime Stoppers programs resulted in neighboring jurisdictions adopting the concept for their campuses. The concept has had a national proliferation, especially since the mid 1990s when the public's concern about campus crime increased. Today, Texas has more than 200 Scholastic Crime Stoppers programs.<sup>27</sup>

The Rockwall Police Department evaluates its Scholastic Crime Stoppers programs through continuous feedback from students, campus administrators, faculty, and its own peace officers. Initially, the department's SROs reluctantly followed the crime prevention officers and investigators and lacked their enthusiasm. They questioned the necessity of the program because they thought it was unnecessary additional labor input. But, when they learned about the program's potential benefits and organizational structure, they took the lead in organizing the first board of directors. Their excitement grew with the success of the programs.

In some cases, agencies may have difficulty convincing the campus administration of the potential benefits of such a program. This difficulty increases rapidly if the department's jurisdiction lies in a statistically low crime area. One campus administrator's response to the department's program proposal typifies this mentality. This administrator did not want the public to think offenses occurred on campus. The department overcame this situation by responding with education, patience, and tenacity. The key to bringing administrators on board lies with the effectiveness of the program's designated faculty advisor.

Students immediately became motivated and then grew excited when they saw the promotions of the program and the advertisement of the reward schedules and when they realized that the organizational structure leaves them in command. Years of feedback have shown that students must remain in charge of

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the program because they truly feel empowered to operate it and make decisions. This sense of autonomy and empowerment spreads to the rest of the campus community. In fact, many tipsters never claim their rewards. The SROs and the advisors never had a problem filling open board positions at the start of an academic year. "Voting with their feet" for the success of the programs, more students fill out applications compared to the amount of available board positions.

One of the best decisions the department made was to advise the campus programs to join under the umbrella of the local Crime Stoppers program while still retaining their autonomy. This move guaranteed the long-term viability of all campus programs. For example, Rockwall County Crime Stoppers pays for appreciation dinners for student board members and partially finances miscellaneous supplies. It also augments reward payments in severe crime and victimization cases.

The success of a Scholastic Crime Stoppers program is complete with the solving of major crimes on campus. This, in turn, motivates all program stakeholders even further. For example, Rockwall's programs experienced a major boost in 1994. At the start of that school year, information provided through the high school program led to the breakup of an LSD narcotics network. According to student feedback, LSD was unavailable on campus for the remainder of the school year. In this case, to send a strong message, Rockwall County Crime Stoppers augmented the campus program's reward payment

by doubling the amount for a total of \$200 for successful information.

Success becomes overwhelming when the influence of a Scholastic Crime Stoppers program reaches beyond campus boundaries. Twenty-five percent of the tips provided through Rockwall's school programs deal with off-campus crime by nonaffiliated subjects. The familiarity with the program and the educational message of taking a stand against crime has gained strong resonance on and off campus. This positive effect even reaches beyond the students' households to the community at large.

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***The costs...are comparatively minimal.***

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The department's investigators and crime prevention officers are satisfied because their workload decreases through the realization of investigative and crime prevention time savings. Overall, less crime goes unreported and more crime is solved in Rockwall's schools making its campuses safer due to lower victimization rates following the implementation of its Scholastic Crime Stoppers programs.

## CONCLUSION

Successfully implementing a Scholastic Crime Stoppers program depends on the commitment of the local law enforcement agency, campus administrators, and students, who help to prevent and solve

crimes. Through its message, students learn to take a stand against crime to create a safe learning environment for themselves. The strong emphasis on student autonomy empowers them to realize the many benefits of the program while simultaneously minimizing costs, such as inaccurate tips, and privacy concerns.

Scholastic Crime Stoppers represents one of the least costly and most effective proactive campus crime prevention programs. Moreover, communities can profit from them as well. When carefully implemented, the Scholastic Crime Stoppers program's benefits easily outweigh costs. ♦

## Endnotes

<sup>1</sup> U.S. Department of Justice and U.S. Department of Education, *1999 Annual Report on School Safety* (Washington, DC, 1999), 3.

<sup>2</sup> Officer Greg MacAleese of the Albuquerque, New Mexico, Police Department founded the first local Crime Stoppers program in 1976 in response to a heinous homicide that he and his partner were investigating at the time. See Greg MacAleese, *The Crime Stoppers Story*, 1993. The name Crime Stoppers was derived from the Dick Tracy comic strip. Officer MacAleese received authorization from the late artist Chester Gould to employ the Crime Stoppers name for the program. The program was an instant success. In response to this success, other agencies implemented similar programs throughout the country. Midland County, Texas, Sheriff's Office Crime Stoppers, *Crime Stoppers History*, <http://nonprofit.apex2000.net/mcsocs/history.htm>; accessed July 9, 2001.

<sup>3</sup> Officer Larry Wieda of the Boulder, Colorado, Police Department took the concept of Crime Stoppers to Fairview High School in Boulder and established the first Scholastic Crime Stoppers in the nation. *High School (Scholastic) Crime Stoppers*, [http://www.ci.boulder.co.us/police/community/hs\\_crime\\_stoppers.htm](http://www.ci.boulder.co.us/police/community/hs_crime_stoppers.htm); accessed July 9, 2001 and Crime Stoppers International, *CSI*, <http://www.c-s-i.org/scs.htm>; accessed July 9, 2001.

<sup>4</sup> Supra note 3 (Wieda).



<sup>5</sup> Supra note 3 (Crime Stoppers International) and Stephen R. Band and Joseph A. Harpold, "School Violence—Lessons Learned," *FBI Law Enforcement Bulletin*, September 1999, 9-15.

<sup>6</sup> Supra note 5 (Band and Harpold, 15).

<sup>7</sup> Supra note 3 (Crime Stoppers International).

<sup>8</sup> Joe Martino, Marshall, Texas, High School, *Marshall High School Crime Stoppers Procedures, 1990*.

<sup>9</sup> Pamela Hurt, *Summary Report of the Crime Stoppers Program at Boulder High, 1990*.

<sup>10</sup> *Ibid.*, and supra note 3 (Crime Stoppers International).

<sup>11</sup> Supra note 8.

<sup>12</sup> Supra note 9.

<sup>13</sup> Crime Stoppers of Fayetteville/ Cumberland County, North Carolina, *Crime Stoppers School Program*, <http://www.fay-nccrimestoppers.org/school.htm>; accessed July 9, 2001.

<sup>14</sup> Supra note 8.

<sup>15</sup> Marina Pisano, "Speak No Evil?" *San Antonio Express News*, May 10, 1999.

<sup>16</sup> See Greg MacAleese's experience, supra note 2.

<sup>17</sup> Supra note 15.

<sup>18</sup> Supra notes 3 (Wieda) and 5 (Band and Harpold, 15).

<sup>19</sup> Campus Crime Stoppers, *Who Needs It?* <http://www.campuscrimestoppers.com>; accessed July 9, 2001.

<sup>20</sup> Jeff Bingley, University of British Columbia Campus Security Department, *Volunteer for UBC Campus Crime Stoppers*, <http://www.security.ubc.ca/CrimeStoppers/volunteer.htm>; accessed July 9, 2001.

<sup>21</sup> *Ibid.*

<sup>22</sup> Supra note 19.

<sup>23</sup> Supra note 13.

<sup>24</sup> Supra note 19.

<sup>25</sup> Supra note 19.

<sup>26</sup> Supra note 19.

<sup>27</sup> Supra note 15.

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### **The School Shooter** *One Community's Experience*

By William P. Heck, Ph.D.

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In May 1998, the FBI's National Center for the Analysis of Violent Crime (NCAVC) began researching 18 school shooting incidents to help identify relevant contributory and causal factors and to recommend procedures to school administrators and law enforcement agencies for threat assessment and intervention. In July 1999, the NCAVC sponsored a symposium on school shootings and threat assessment for the teachers and administrators from the 18 schools, along with a host of law enforcement, academic, and professional groups.<sup>1</sup>

Because of the rarity and uniqueness of school shooting incidents and the overall dynamics of adolescence, a usable profile of a "typical" school shooter simply does not exist. In fact, in its report, NCAVC concluded that "...when the incidence of any form of violence is very low and a very large number of people have identifiable risk factors, there is no reliable way to pick out from that large group the very few who will actually commit the violent act. At this

time, there is no research that has identified traits and characteristics that can reliably distinguish school shooters from other students."<sup>2</sup>

The NCAVC study also implies that improper responses to isolated incidents can compound the harm that already has occurred and might even set the stage for additional victimization. Schools across the nation have adopted zero-tolerance policies hoping that they will lessen the chances that a violent incident will occur. However, while such policies might prove useful in some situations, school administrators must use them with discretion and common sense; otherwise, a net-widening effect may result, which can place additional strain on students, teachers, parents, law enforcement, and the juvenile justice system.

An analysis of one incident that occurred in a middle school in Fort Gibson, Oklahoma, lends credence to NCAVC's cautions insofar as the shooter seemed the least likely candidate for carrying out such violence. Moreover, critics have questioned the feasibility and suitability of a blanket zero-tolerance response adopted by the school administration in the wake of the shooting.

#### **The Incident**

As a high school student prepared to leave for school, she expected to face the same morning routine of rushing her 13-year-old brother to get ready for school. Although he always slept in and was rarely ready on time, that morning his sister surprisingly found him waiting at the bottom of the stairs and anxious to get to the middle school where he attended the seventh grade. She dropped her brother off at his school near the courtyard where students gathered each morning before class. After she left, the young boy took a few steps toward the school, put his backpack on the ground, and reached inside the pack to retrieve a fully loaded, 9-millimeter, semiautomatic pistol. Then, he walked across the school grounds, calmly shooting at his classmates. He continued to walk and shoot until the pistol was empty, creating a 90-foot primary crime scene and leaving five students wounded.

After emptying the pistol, he walked toward a breezeway where he complied with a teacher's orders to put down the gun. Then, seemingly calm and

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emotionless, the boy said nothing as he waited for the police to arrive and place him into custody. Although the tragedy ended a few short minutes after he fired the first shot, it might have lasted much longer had he kept his back pack, which contained enough ammunition for several reloads.

### **The Law Enforcement Response**

Within minutes of receiving the 911 call, the chief of the Fort Gibson Police Department, along with other officers, arrived at the school. A teacher directed the officers to the area where another teacher was standing with the young shooter. When the chief asked the boy if anyone else with guns was in the school, his response, "No, I'm alone," was one of the few statements he would make about the shooting.

At that point, the police did not know the number of casualties, only who had fired the shots. Fortunately, the emergency medical service and law enforcement response was immediate and professional. Ambulances responded quickly, and, within minutes, officers from a neighboring police department arrived to help secure the perimeter. Within a short period of time, a significant number of federal, state, and county law enforcement personnel had converged on the middle school to offer additional assistance.

The departments involved had conducted no advanced training or rehearsal for this type of incident. However, basic knowledge of crime scene processing and investigative protocol proved sufficient. As officers arrived on the scene, they approached the chief and awaited orders, allowing him to supervise and control the scene while dealing with the expected plethora of distractions.

Preserving the crime scene and securing witnesses proved difficult with the arrival of many concerned parents and the media. As school officials notified parents and the news spread, calls from other parents

and from news agencies worldwide began to flood the police department. Fortunately, additional police dispatchers came to the station to help with the calls when they learned what had happened.

Within 1 hour of the incident, the department received more than 200 calls from the media. To manage the volume of inquiries on the incident, the chief assigned the deputy chief to control the crime scene, thus allowing himself to act as the official spokesperson for the department, helping quell rumors and speculation and providing factual information at numerous press conferences held that afternoon.<sup>3</sup>

### **The Investigation**

Of the 15 shots fired by the young boy, 6 either hit or grazed their target. None of the shots proved fatal. Most of the victims sustained minor wounds to their arms or legs and only one required surgery. One of the victims found a bullet lodged in his algebra book, which he carried in his backpack during the assault.

The police accounted for each round the boy fired. Because many of the students dropped their books when they began to run, the police could more easily determine where many students stood when the assault began. The police roped off the primary crime scene and secured a secondary boundary outside that perimeter. Police spent 2 days collecting evidence, reconstructing the boy's

actions, and guarding the crime scene until they completed the processing.

Police found the boy's background of particular interest in this case. His social history does not fit the popular image of an aspiring psychotic killer. According to his certification study prepared by the Office of Juvenile Affairs several months after the shooting, neither he nor anyone in his family had any prior contact with the juvenile system or law enforcement.



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His parents both have college degrees and well-paying jobs, enabling the family to live in a new home in a quiet neighborhood. The boy was active in Sunday school and in his church's youth and mission programs and held above-average grades. He had no referrals in his disciplinary folder, and his teachers described him as a bright, well-behaved young man who got along well with his classmates. He liked to play on his computer, read books, and collect miniature military figures. In fact, he appeared as a model child with admirable aspirations to become a military officer.

After receiving consent from the parents to search his bedroom, on the surface, police found a "typical" teenaged-boy's bedroom consisting of an extensive collection of figurines and models. However, police did find a nontypical collection of military books in his closet, and all of the games on his computer had a military motif as well.

### The Certification Study

Ultimately, police charged the young shooter with six counts of shooting with intent to kill and one count of possessing a weapon on school property. Law enforcement and prosecutors had to address one primary question—should the criminal justice system process the boy as an adult or a juvenile? Oklahoma law lists certain criteria courts must consider when determining whether to certify a juvenile offender as an adult.<sup>4</sup>

- The seriousness of the alleged offense to the community, and whether the juvenile committed the offense in an aggressive, violent, premeditated, or willful manner
- Whether the juvenile committed the offense against persons or property, and, if personal injury resulted, the degree of injury
- The sophistication and maturity of the juvenile and the capability of distinguishing right from wrong, determined by psychological evaluation;

home environmental situation; emotional attitude; and pattern of living

- The record or previous history of the accused, including previous contacts with community organizations, law enforcement agencies, schools, juvenile or criminal courts, and other jurisdictions, as well as prior periods of probation or prior commitments to juvenile institutions
- The prospects for adequate protection of the public
- The likelihood of reasonable rehabilitation of the juvenile if the courts find the juvenile guilty of committing the alleged offense

- Whether the juvenile committed the offense while escaping or in an escape status from an institution for delinquent children

The crime in Fort Gibson was aggressive and violent. The boy's actions, before and during the shooting, and the preparation involved strongly suggest a premeditated and willful crime. The boy committed the crime against other individuals, which resulted in serious injuries. Based on interviews with his family, friends, and school officials,

juvenile officers concluded that he had the sophistication, maturity, and capability of distinguishing right from wrong. Because he had no previous criminal record, a "clean" school file, and a positive demeanor, officials did not perceive him as a threat. The juvenile officer concluded that public safety could be assured if the boy was detained in an institution for juvenile delinquents. Moreover, the juvenile officer concluded that if the courts processed him through the juvenile justice system, assuming his willingness to work toward identified treatment goals, rehabilitation could be achieved.<sup>5</sup>

The aggregative result of the young boy's violent act would determine his fate—there was only one serious injury and no deaths. Nevertheless, 6 out of 15 shots established intent to cause great bodily harm.

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**Within 1 hour of the incident, the department received more than 200 calls from the media.**

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Moreover, one multiple hit, and a missed shot at a wounded victim, strongly indicated a specific intent to kill. Due to the intent and the extreme violence of the act, the prosecution sought to have the boy certified as an adult and processed through the criminal justice system; yet, the courts decided that the juvenile system would provide a greater opportunity for understanding and rehabilitating him.

### The Certification Hearing

During his certification hearing, physicians and psychiatrists for the defense and prosecution argued the boy's fate. In the process, a greater understanding of the contributory factors that led him to such violence emerged. Although he seemed to have a model life at home and at school, he suffered from recurrent severe headaches, for which he took several prescription medicines and received treatment from a psychologist for 9 months prior to the shooting. In addition, 3 weeks before the shooting, he received an injection of a steroid to treat poison ivy. Three medical experts, who testified at the hearing, agreed that the steroid he received might produce psychotic effects on some users, such as depression and a psychotic breakdown. Considering the combined expert opinions offered, the board could not completely dismiss biological factors and chemical reactions as determinants of the violent behavior.

Furthermore, expert testimony revealed a potential motive stemming from the boy's own fantasy of becoming a general. A psychologist, who spent several hours interviewing him, testified that an obsession with military tactics and the desire to become a general might have actually served as motives for testing himself in a combat situation. Another expert in psychiatry and neurology who also interviewed the boy shared this opinion and suggested that his migraines resulted from a self-induced pressure to make good grades and that his pain disorder had progressively worsened to a schizoid personality disorder resulting in his detachment from

social relationships and restricted range of emotional expression. The experts concluded that, rather than being impulsive, the boy's behavior during the shooting remained controlled, organized, and premeditated and that he experienced his first combat action during that shooting.

The board found the boy guilty on all charges, denied certification, and recommended placement in a state juvenile institution. The defense argued unsuccessfully that placement among the predominantly aggressive population in such an institution would prove detrimental to his treatment needs. Arguing for a more private therapeutic setting, the defense empha-

sized that this otherwise model student had committed a single abhorrent act. Nevertheless, after considering the testimony from experts on both sides and the seriousness of the crime, the court concluded that he should receive "the most extreme treatment" available under this system.

The prosecution argued that, if not certified, the boy may get released back into the community after only a few months because, under Oklahoma law, he can only remain incarcerated until his 19<sup>th</sup>

birthday. Notwithstanding, the court assured that it would make additional stipulations before he could get an early release.

### The School's Response

Although it remains unlikely that school administrators could have foreseen or prevented this shooting, they still felt considerable pressure to reassure the community that they would take some decisive action to ensure that similar violence would not happen again. In a form letter sent to parents, the school superintendent announced a new policy that could prevent violence by suppressing certain gestures, such as pointing a finger at another person and pretending to shoot, or making comments, such as "You're dead," "I could just kill you for that," "You are the reason students bring guns to school and shoot teachers," or "Someone should take a bomb and blow this place up."

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...the shooter  
seemed the least  
likely candidate  
for carrying out  
such violence.

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Further, the school superintendent suggested that school officials would no longer consider certain words and gestures merely figures of speech and that they would take formal action against any student who used them. Some examples of such formal actions could include filing police reports on students making such threats or comments, suspending students who use such threats or comments, requesting psychological evaluations to determine the current mental status of students making threats, or requiring students to begin counseling upon or before returning to school.

Since the policy went into effect, the Fort Gibson Police Department records reveal numerous reports filed on several students. When the department receives a call from the school, an officer brings the student back to the department, notifies the parents and the Office of Juvenile Affairs, and turns the child over to a juvenile officer. Fort Gibson police call records show that since the shooting, officers spend considerably more time at the school.

Ironically, the young shooter did not use any of the forbidden phrases or gestures that now would cause his apprehension and suspension. He was a mannerly, quiet, seventh-grade student whose obsession, in combination with other unknown factors, led him to commit a horribly violent act.

### Conclusion

While the Fort Gibson shooting proved quite enigmatic and troubling to the small community, it clearly reinforced the findings of the most recent, in-depth research on school violence—no one can predict when, where, or by whom such violence may be committed. Consequently, it remains difficult to formulate a meaningful preventive response to school shootings or to develop a profile of a likely shooter. While the urge to act quickly remains overwhelming, it may compound the harm done and prolong the recovery.

Undoubtedly, experts must analyze carefully violent incidents occurring in schools to better identify and handle relevant causes and contributing factors. However, communities must give strong consideration to potential problems that might emerge in the aftermath. Specifically, authorities should give priority to restoring order in the affected school and providing students with sufficient time and resources to resolve their own emotions and put the incident behind them. Establishing irrelevant rules and taking formal action against children for minor indiscretions will do little more than prolong the healing process by further victimizing the students. In the end, the violence will still have occurred, and the official reaction will have encouraged a general sense of injustice and a loss of respect for authority.

What can be done? The law enforcement community has joined together to develop techniques for responding to school shootings. Officers, many of whom are parents, have witnessed more than enough of these tragedies and know firsthand that such wanton acts of violence must be prevented. In order to do so, police, schools, and communities must work together to develop plausible strategies that identify those youngsters teetering on the brink of violent outbreaks and provide meaningful, timely intervention. ♦



### Endnotes

<sup>1</sup> For additional information, see, U.S. Department of Justice, Federal Bureau of Investigation, "The School Shooter: A Threat Assessment Perspective, 2000," (Washington, DC, 2000); <http://www.fbi.gov>; accessed March 14, 2001.

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<sup>5</sup> State of Oklahoma, Office of Juvenile Affairs, Certification Study for Seth Trickey, March 22, 2000, 5.

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# *Organizational Development in a Law Enforcement Environment*

By BARBARA FRENCH, Ph.D., and JERRY STEWART, Ed.D.

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**T**oday's law enforcement organizations engage new organizational practices that focus on empowerment, teamwork, and participative management.<sup>1</sup> Experts agree that implementation of these designs in law enforcement environments proves challenging.<sup>2</sup> Like many American organizations, law enforcement predominantly still uses old models of bureaucratic design, with power centered at the top, resulting in modest change efforts. The savvy implementation for organizational change remains a primary issue for law enforcement.

Law enforcement organizations that have accepted the challenge of organizational change are prime learning examples for other practitioners. Because learning often is a process of trial and error, the shared experiences of kindred organizations remain extraordinarily powerful learning vehicles. However, police managers must test organizational change models in the context of real organizational experience and practice. This intersection of a theoretical approach and applied practice proves valuable to law enforcement

managers by enabling them to take both effective direction and action in their organizational improvement.

## **THE CHALLENGE**

The journey of the Florida Department of Insurance, Treasury and Fire Marshal's Division of Fraud (DIF) into organizational development implementation serves as a learning ground and model for law enforcement agencies. With its headquarters in Tallahassee and field offices throughout Florida,

the DIF has 121 sworn and 60 nonsworn employees and leads the nation in insurance fraud prosecutions and convictions. Despite its overall success, the DIF director became convinced that the division could improve even further by creating an organizational environment in which empowerment, teamwork, and participative management represent the norm. This illustrates the essence of an organizational attitude that past success should not prevent managers from looking inward for further improvement.

Additionally, the department's overall total quality initiative—a management approach based on participative supervision and the continuous improvement of organizational processes and practices—serves as part of the initial stimuli for the DIF.<sup>3</sup> Managers formed a team within the DIF to determine appropriate strategies and develop an internal plan for organizational development. As part of the overall approach, with the support from division executives, the team decided to do a leadership practices assessment focused on five leadership practices managers should follow.<sup>4</sup>

1) Challenge the process: search out challenging opportunities to change, grow, innovate, and improve; experiment, take risks, and learn from the mistakes.

2) Inspire a shared vision: envision an uplifting and ennobling future; enlist others in a common vision by appealing to their values, interests, hopes, and dreams.

3) Enable others to act: foster collaboration by promoting cooperative goals and building trust; strengthen people by giving power away and providing choice, develop competence, assign critical tasks, and offer visible support.

4) Model the way: set an example by behaving in ways consistent with shared values; achieve small “wins” that promote consistent progress and build commitment.

5) Encourage the heart: recognize the contributions to the success of every project; celebrate team accomplishments regularly.

Managers shared the assessment results throughout the division and revealed the need for organizational improvement and cultural change. The DIF director and the core leadership team continued to move forward by delving deeper into related issues.



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## **AN ORGANIZATIONAL DEVELOPMENT APPROACH**

A variety of models exist concerning methods to achieve improvement within the organization. Organizational development (OD) is a model designed for planned, systematic, and ongoing problem- and action-oriented processes that focus on both technical and human improvement within the organization. This long-term approach needs management support and is based on sound management theory and practice. One seminal feature of OD is its use of action research, or actual field research, with a continuous cycle of diagnostics: data gathering, analysis, planning, implementation, and feedback.<sup>5</sup>

In the data-gathering phase, managers collect information, either quantitative or qualitative, concerning organizational functioning. Some of the methods used in this phase can include surveys, focus groups, interviews, and archival research. Managers must analyze the



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results of the data collection for a clearer understanding of organizational issues. The planning phase includes intervention strategies and designs for improving the identified strengths and weaknesses in the organization. The implementation phase puts the strategies into effect. The feedback phase remains a critical part of the OD cycle as the managers gather information about the results of the implementation intervention. As managers examine this feedback, the OD cycle is repeated, including each phase. These cycles of organizational development contribute to a constant monitoring and development of the organization and should never remain static, but always dynamic and synergistic.

Organizational cultures and settings represent significant issues in attempting an organizational development initiative because readiness for change and the traditional hierarchical chains of command can seriously hamper these efforts. Those traditionally designed and operated organizations often prove particularly inflexible to transformation.

#### **DATA GATHERING AND ANALYSIS**

To acquire deeper knowledge about the DIF's culture and issues, members of the Office of Quality and Development and the DIF's assistant director conducted confidential, qualitative interviews with every member of the organization that wished to participate, including employees in field offices. After ensuring participant confidentiality, the interviewers asked three open-ended questions. What is positive in the organization? What needs to be

improved? What are your recommendations for improvement? Then, they analyzed the results for content, based on frequencies and trends.

The findings revealed positive attitudes toward organizational leadership in terms of professionalism and goal achievement, high satisfaction with training access, and deep-seated commitment to work and to each other. They also identified the major areas for improvement as organizational culture (e.g.,

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***Because managers can learn lessons throughout various stages of the process, they may need to make some alterations along the way.***

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trust and empowerment, sworn versus nonsworn divisiveness), infrastructure issues (e.g., consistency and standardization in policies, practices, and processes), and management/leadership practices (e.g., the need for more flexibility, accountability, and communication within the organization). When the team completed the first cycle of data gathering and analysis, they shared the results throughout the division via e-mail and then began the implementation phase.

#### **PLANNING AND IMPLEMENTATION**

Prior to launching an OD intervention, managers must provide careful attention to planning. This step proves critical because anything less than completely thorough planning can lead to exacerbated organizational issues.

To expedite this process, DIF managers formed an OD team comprised of respected members from each region of the state to reflect the entire system. This systems approach proves instrumental in the creation of a meaningful strategy that includes and represents the overall organization.<sup>6</sup>

Besides rotating members yearly to continuously have diverse input and creativity, the OD team designates four specific roles within the team. The team leader directs the overall activities of the team and keeps the division informed of the team's decisions and actions. The scribe takes and transcribes notes of the team meetings and maintains these records. The team facilitator keeps the team focused and moving forward and ensures that all members contribute. Project leaders oversee individual projects generated by the team. All team members welcome input, suggestions, and concerns from each division member.

The OD team began its process by focusing on issues that they could address most straightforwardly. The team initially focused on infrastructure issues related to consistency of policies, practices, and processes because this also would impact organizational

culture and management practices as well. Because of the physical location of each member, the OD team quickly learned the importance of flexibility in its approach. To include various sites and to avoid budget or time constraints, the team often used teleconferences.

The OD implementation phase usually stands as the most difficult part for the team. Data collection and analysis prove challenging, but the real test comes when organizations take actions to further improve their internal practices and processes. DIF's team began the implementation with a focus on particular infrastructure issues because of their wide impact throughout the division.

### INFRASTRUCTURE ISSUES

Because consistency and standardization in divisional policies, practices, and processes remain of primary importance, DIF decided to first focus on these issues to facilitate change. In order to accomplish this, the OD team took some major actions.

### Reorganization

Because other regions were added, DIF changed the structure of the organization. They merged bureaus for better use of resources and a more focused strategic result. Additionally, they made several leadership promotions based on employee feedback concerning leadership potential.

### Discontinuance of Special Squads Designation

Special squads throughout the state had created divisiveness

because many employees felt that such groups create elitism. Because investigators work various types of cases, the OD team believed that the elimination of special squads would strengthen the organizational culture. The psychological implications of elitism often are subtle, yet powerful, issues in organizational cultures.

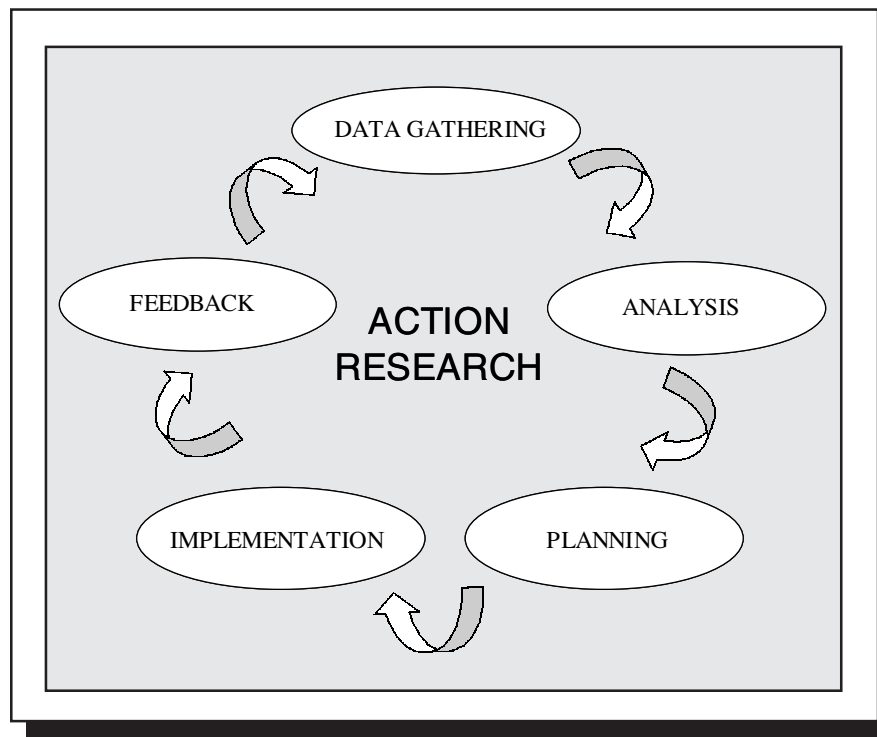
### Redesign of Personnel Issues

Data analysis revealed that position descriptions and the performance appraisal system often proved inaccurate, inconsistent, and fragmented. The OD team decided to update both systems by incorporating participative feedback from employees in each classification so that they could design accurate and consistent systems. After consulting with department personnel

experts, the team realized that this project will constitute a long-term effort in conjunction with employees; futuristically, team members will serve as subject-matter experts to personnel employees as they update position descriptions and appraisal systems.

Salaries remain an important issue to division employees. In the public safety sector, this issue is often problematic and not always easily resolved due to budget restrictions. To expedite the process, the OD team recommended that all positions receive increases through pay-raise packages presented to the state legislature.

Managers identified hiring as a key area of concern that seriously impacted organizational functioning. DIF formed a subteam, comprised of volunteer managers and



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investigators from each of the three regions, to concentrate on the division's hiring process, which some employees characterized as lengthy, inconsistent, and cumbersome. The team reviewed the hiring process and discovered that the average cycle time for hiring was 7 months. Through careful analysis and redesign, the team reduced the hiring cycle time to 1 month.

Hiring and promotions represent sensitive organizational issues and arose as an area of concern in the data analysis. DIF has implemented changes in the processes to include behavior-based assessments, involving both written and oral testing, designed to better evaluate a law enforcement candidate's ability to perform. Volunteer supervisors and investigators from each of the regions are working toward a consensus and standardization of the testing process.

#### **Creation of a Lead Investigator**

Employees often cite upward mobility and career advancement as organizational problems. Therefore, the team created a lead investigator designation within each investigative unit in the division. This new designation also provided a 5 percent pay increase for lead investigators.

#### **Review of Professional Development**

Although employees generally reported satisfaction with training quality and availability, some individuals felt a need for more professionally oriented training. In response to this, DIF managers expanded the educational arena by making new topics, such as

insurance fraud and related matters, available to employees during training sessions.

#### **Assessment of Policies and Procedures**

Several projects aid the development of standardized policies and procedures for the division. For example, one project focuses on the divisionwide use of a case management system. In another project, the OD team is reviewing new policies and procedures involved in the division's law enforcement accreditation endeavor. To include input from all personnel in the accreditation process, the team uses volunteers from the field offices in the review of new policies and procedures.

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*The savvy implementation for organizational change remains a primary issue for law enforcement.*

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#### **RESULTS AND LESSONS LEARNED**

After the first year of implementation, the division will perform the feedback phase of the organizational development cycle through the use of surveys and interviews to gather and analyze new information concerning the current OD implementation. Because managers can learn lessons throughout various

stages of the process, they may need to make some alterations along the way. The DIF team has learned various lessons during the OD cycle and expects to discover more as the process continues.

#### **Consider All Benefits**

Because the Quality and Organizational Development Office offers 360-degree management evaluations based on peer, employee, and managers feedback, the team noted that more managers in the division requested this type of evaluation, indicating a heightened awareness and involvement in personal, professional, and organizational development. Clearly, related benefits exist when organizational development takes place.

#### **Involve Employees**

The involvement of employees in OD projects (i.e., teams and feedback) proves priceless because it actually increases both employee empowerment and commitment. Employees also are extremely knowledgeable about organizational processes and issues, which increases an effective outcome. Often, individuals emerge who are willing to lead and make change happen.

The data gathering phase serves a dual purpose of gathering information and as a productive means for everyone to express ideas and frustrations, which result in a more cohesive organizational culture. Many employees reported a great deal of satisfaction with this phase.

#### **Nurture Teamwork**

Some research suggests that teams go through four distinct

stages (i.e., forming, storming, norming, and performing) during which small groups learn to function as a team.<sup>7</sup> However, although the OD team and other groups may not have gone through these stages yet, they still performed at a high level of effectiveness rather quickly—perhaps because of shared mission, enthusiasm, and professionalism.

### Overcome Obstacles

Obstacles for any organizational initiative always will exist. For example, because the OD team found state personnel systems and accompanying rules and regulations frustrating, they asked for assistance from personnel specialists during the overhaul of position descriptions and performance appraisals and restructured the original goals to work through this difficulty. Flexibility remains the key to working around obstacles.

### Start with the Basics

Early in an OD intervention, the team may be tempted to tackle complex issues. However, it is better to start with more basic issues that often will intersect with other more complex issues. In doing so, it empowers and encourages the team to push forward with different initiatives because of early successes.

### Share Information and Adapt to Learning

The sharing of information during an OD effort also remains critical. Employees will not respond to an initiative unless they are well informed and convinced of its validity. Because learning occurs

at different stages, it often includes trial and error. A team's commitment and motivation to move forward through the trial and error phase results in true learning and change.

### CONCLUSION

Organizational development implementation takes time and patience, but the continuous cycle of action research and tangible achievement can make tremendous strides in organizations. Careful attention at all stages (data gathering,

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analysis, planning, implementation, and feedback) of organizational development remains absolutely critical to successful outcomes. Additionally, the practical realization that meaningful learning requires some trial and error also is a requisite in OD implementation. The Division of Fraud has shown that using models of progressive leadership that challenge the process, inspire a shared vision, and enable others to act prove useful in a law enforcement environment.

Law enforcement organizations must have supportive leadership, motivation, and commitment to move through the learning and implementation stages so that development can occur. Openness and team spirit also remain important to the achievement of organizational development. The Florida Department of Insurance, Treasury and Fire Marshal's Division of Fraud is continuing its journey into organizational development and helping create a bold new world in law enforcement where organizational culture is flexible, open, and geared to meet its goals by constantly receiving input and ideas from those best equipped to make it happen—its employees. ♦

### Endnotes

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## Wanted and Arrested Person Records

By Mark Huguley, M.C.J.



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**W**hen a firearms dealer screened a prospective gun customer through a point-of-contact state for the National Instant Check System (NICS) for any criminal history that would preclude the buyer from purchasing the weapon, the inquiry found the individual wanted on criminal charges. When law enforcement agents responded to arrest her, she acted surprised and when asked if she knew of the outstanding warrants, she replied “Yes, but I have been in jail three times, and no one ever mentioned it!”

Although in the end law enforcement officers finally captured this woman, better use of records probably would have resulted in an earlier arrest and may have prevented subsequent offenses. Information management plays a key part to successful policing. If managed and used properly, arrest and wanted person records can provide officers significant assistance in the resolution of crime and apprehension of offenders.

### Background

Recently, members of the Southern Working Group for the FBI’s Criminal Justice Information Services (CJIS) advisory process met to discuss advances in law enforcement information systems. One major issue concerned all members in attendance—how to get agencies to enter wanted persons into the National Crime Information Center (NCIC).<sup>1</sup> This problem goes beyond just the issue of entering persons into NCIC; it resonates to include fingerprinting and conducting wanted person checks on recently arrested individuals. In fact, the issue applies to all basic processes associated with managing information about individuals sought for arrest, as well as those recently arrested.

While the working group attempts to establish integrated justice data systems, develop new biometric identification techniques, and use other new information technologies in law enforcement, the police and other criminal justice practitioners must focus on three essential procedures. Following these basic steps in managing information about wanted and arrested subjects can help officers expedite the identification and apprehension of criminals.

### Fingerprinting All Full-Custody Arrests

Most citizens believe that when police arrest them they get fingerprinted. Although this generally happens, for various reasons, some officers do not always fingerprint everyone they arrest. Police managers should ensure that the fingerprints of every person subjected to a full-custody arrest are submitted to a state identification bureau or central records repository. The state bureau and the FBI CJIS Division will use the fingerprints to establish a criminal history and identification record on that individual. Criminal history record information, supported by fingerprints, will allow positive identification in both criminal and civil investigations. Fingerprints permit the most accurate and reliable searches of criminal records. Oftentimes, the use of fingerprints may determine whether law enforcement can identify a subject.

Although police agencies can have a well-managed records office, occasionally, some agencies do not fingerprint until obtaining a disposition for pending charges on an individual. Because the FBI

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and the state record repositories encourage accuracy and completeness in all record keeping, an officer in charge may have concerns about furnishing incomplete records. However, a complete record often results as the product of more than one submission. Most criminal history repositories manage the disposition as a distinct record, or segment, linked to the arrest. If an agency does not submit fingerprints promptly following an arrest, any need to identify the subject during the interval between arrest and disposition may go unmet. Sometimes, an agency may experience a high volume of arrests and simply may allow some subjects to skip the fingerprinting step, but this occurs at a high cost. If many departments follow this practice, the cumulative impact will result in large numbers of arrested persons either without timely and accurate criminal records or no records at all.

As a result, some states have passed laws that require the fingerprinting of all persons charged with crimes. Because persons charged through the use of an arrest summons often are exempt from such requirements, departments generally cite and release those individuals. Researchers at SEARCH, the National Consortium for Justice Information and Statistics, surveyed state criminal history record systems and found that 28 states have laws that require local jails not only to fingerprint all admitted prisoners but to send the fingerprint to the state repository.<sup>2</sup>

The Integrated Automated Fingerprint Identification System (IAFIS) initiative of the FBI promises radical improvement in the processing of fingerprints. Under the IAFIS concept of operations, booking agencies electronically submit fingerprints of arrest subjects to the appropriate state identification bureau (SIB). The SIB then searches its Automated Fingerprint Identification System database for a match. If the SIB cannot positively identify the fingerprints, they automatically electronically forward them to the FBI's CJIS Division for a further search.

In 1973, Congress amended the Omnibus Crime and Safe Streets Act of 1968 to require, in part, that

states and local agencies ensure the completeness of the criminal history record information in their state repositories. Because dispositions for arrest charges remain essential for so many purposes, ranging from employment matters to firearm purchaser screening, it remains paramount that agencies create the arrest record first. Currently, fingerprints remain the best, and often only accepted, way to establish records that law enforcement can use to match conclusively with an unknown or questioned subject.

Those states that have ratified the Crime Prevention and Privacy Compact are mandated to use fingerprints to facilitate the interstate exchange of criminal history record information for noncriminal justice purposes. By 1997, 52 states or U.S. territories adopted data quality requirements that govern their criminal records.<sup>3</sup>

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**...it remains vital  
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#### **Entering Wanted Persons into NCIC**

Placing names and identifying demographic data into NCIC will facilitate rapid service of arrest warrants and improve officer safety. Due to the heavy workload from combining the requirements for auditing and validating records, as well as confirming “hits,” some

agencies simply do not promptly enter persons wanted for minor violations and only enter those persons wanted for more serious crimes. However, because wanted persons do not know whether police have entered them into NCIC, they often may assume that police have stopped them because of their wanted status versus a minor traffic violation. This can result in unexpected actions by the individual (e.g., fight or flight) and may catch the officer off guard.

For their own safety, police must consider that individuals wanted for minor charges may resist arrest as often as those individuals with felonies. Therefore, it remains vital that the police can determine whether a person is wanted on any charge, no matter how serious the crime.

Because officers often know their subjects and expect to find them within a few days, they frequently place warrants over the visor in their patrol car, or in

### **An IAFIS Success Story**

**I**n Massachusetts, the police charged an 18-year-old male with trespassing, underage drinking, and drinking in public. Based on these offenses, his release was imminent.

However, using the FBI's Integrated Automated Fingerprint Identification

System (IAFIS), law enforcement officers learned of wanted charges for a drug-related murder of another 18-year-old in Greenville, South Carolina. This case shows how IAFIS can raise the capacity of the police to identify wanted persons to the next generation of crime fighting.<sup>6</sup>

### **Entering Wanted Person Records**

**N**CIC records for wanted persons must include the FBI-assigned originating agency identifier; the subject's name, sex, race, height, weight, hair color, offense, and warrant date; and the agency case number. In addition, agencies must enter at least one numeric identifier with the record, such as the subject's date of birth, FBI number, vehicle operator license number, or social security number. Based on this information alone, investigators generally can make a tentative identification of an individual, although fingerprint comparison remains more reliable and can provide the basis for a more conclusive result.

other convenient places, for easy retrieval. Unfortunately, during the interim, other officers in the same or another jurisdiction may have contact with the individual without even realizing that the individual has outstanding wants or warrants. Another department may have even jailed and released the individual because the officer either did not enter the individual into NCIC or did not enter the record in a timely manner.

Although NCIC mandates agencies to enter wanted records in a timely manner, some agencies do not enter or complete all wanted person entries. Although it remains true that every entry requires maintenance and action to remove it upon capture of the suspect, not promptly or thoroughly completing entries can result in costly mistakes.

To help ensure officer safety, managers should encourage their officers to "pack the record" when entering wanted persons in NCIC. By entering all available nonmandatory data, particularly vehicle information, officers can help make the NCIC record even more useful in locating wanted persons.

### **Checking Arrested Persons**

Similar to the example of the firearm purchaser at the beginning of this article, some wanted persons serve time in jail for a minor offense and get released without the discovery of their wanted status in another jurisdiction for a more serious crime. In most cases, a simple name search through the FBI's NCIC Wanted Person File will determine whether an individual is wanted.<sup>4</sup> Because criminals often use altered or false identification, fingerprints remain the best means to accurately identify subjects and determine whether they are wanted.

NCIC's "hit" confirmation procedures ensure rapid verification of an individual's wanted status. Within 10 minutes of the inquiry, the agency that entered the wanted person record must confirm to an inquiring agency if the subject is still wanted. Wanted person records remain in NCIC until the entering agency removes them.

To maximize the capability for conclusive identification, numerous states are working to implement the FBI IAFIS initiative that will allow rapid

nationwide fingerprint-supported identification of subjects on record. IAFIS provides a 2-hour turn-around time for electronically submitted criminal prints, which potentially can result in positive identifications in criminal cases.<sup>5</sup>

### Conclusion

Various users have an ever-increasing demand for access to criminal justice information for a variety of reasons. Criminal justice practitioners should have immediate access to all of the information necessary to make informed quality decisions and to help ensure the safety of the officers involved. While certain procedures for fingerprinting, entering wanted records, and checking wanted status remain at the core of law enforcement information management, officers must remember the importance of the information each user provides and the impact it can have on other individuals or activities.

Good information management in law enforcement is more than mere record keeping, it provides tools for solving cases and preventing crime. Such information systems remain vital to continue progress in reducing crime rates, to aid in the effective administration of justice, and, ultimately, to help officers protect the communities they serve. ♦

### Endnotes

<sup>1</sup> For more information on the NCIC, see Stephanie L. Hitt, "NCIC 2000," *FBI Law Enforcement Bulletin*, July 2000, 12-15.

<sup>2</sup> U.S. Department of Justice. Bureau of Justice Statistics. *Survey of State Criminal History Information Systems, 1999* (Washington, DC: Government Printing Office, NCJ 184793, October 2000), table 10, 33.

<sup>3</sup> U.S. Department of Justice. Bureau of Justice Statistics. *Compendium of State Privacy and Security Legislation: 1999 Overview*, by SEARCH (Washington, DC: Government Printing Office, NCJ 182294, July 2000), 5.

<sup>4</sup> A Wanted Person File inquiry also will cause an automatic cross-search of the Foreign Fugitive, Missing Person, Violent Gang and Terrorist Organization, Protection Order, Deported Felon, Convicted Sexual Offender Registry, Convicted Persons on Supervised Release, and U.S. Secret Service Protective Files.

<sup>5</sup> U.S. Department of Justice. Federal Bureau of Investigation. *The CJIS Link* (Clarksburg, West Virginia, fall 2000), 8.

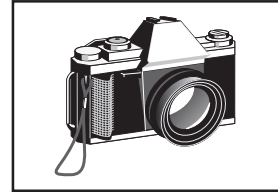
<sup>6</sup> *Supra* note 3, 9.

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*Major Huguley serves with the South Carolina Law Enforcement Division in Columbia, South Carolina.*

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## Wanted: Photographs



**T**he *Bulletin* staff is always on the lookout for dynamic, law enforcement-related photos for possible publication in the magazine. We are interested in photos that visually depict the many aspects of the law enforcement profession and illustrate the various tasks law enforcement personnel perform.

We can use either black-and-white glossy or color prints or slides, although we prefer prints (5x7 or 8x10). Appropriate credit will be given to contributing photographers when their work appears in the magazine. We suggest that you send duplicate, not original, prints as we do not accept responsibility for prints that may be damaged or lost. Send your photographs to:

Art Director, *FBI Law Enforcement Bulletin*,  
FBI Academy, Madison  
Building, Room 209,  
Quantico, VA 22135.





# Book Reviews

**Bombs: Defusing the Threat** by William J. Borbidge III, *Institute of Police Technology and Management, University of North Florida, Jacksonville, Florida, 1999.*

Bomb threats and actual bombings are on the rise in the United States and have been for several years. Businesses and government agencies that may fall victim to such criminal acts should be aware of this fact and take steps to prepare themselves and their employees in advance. The author begins with this thesis and then proceeds to offer sound, easily understood advice on how to prepare for and respond to all aspects of a bomb threat, an unexploded improvised explosive device, or an actual bombing.

In the early chapters, the author addresses bomb threats—who makes such threats, the types of threats, the need to remain calm when presented with a threat, and how to respond to a bomb threat. For example, the author presents not only a list of suggested questions to ask a person who has telephoned in a bomb threat, but also explains the reasoning behind asking each question, as well as providing two different bomb threat checklists, suitable for reproduction. After explaining why an organization should have a bomb threat response plan in place, the author provides a list of possible responses, along with the pros and cons inherent to each.

One chapter covers searching for explosive devices, starting off with a simple, yet vital question—why search? The author offers sound, succinct reasons and then thoroughly covers the “nuts and bolts” of searching an area for hidden improvised explosive devices. Following this, the author explains all of the aspects of conducting a safe, effective, rapid evacuation, from fairly obvious requirements—choosing a route for evacuees to depart and accounting for all personnel—to not so obvious details, such as the need to avoid parking lots and the establishment of

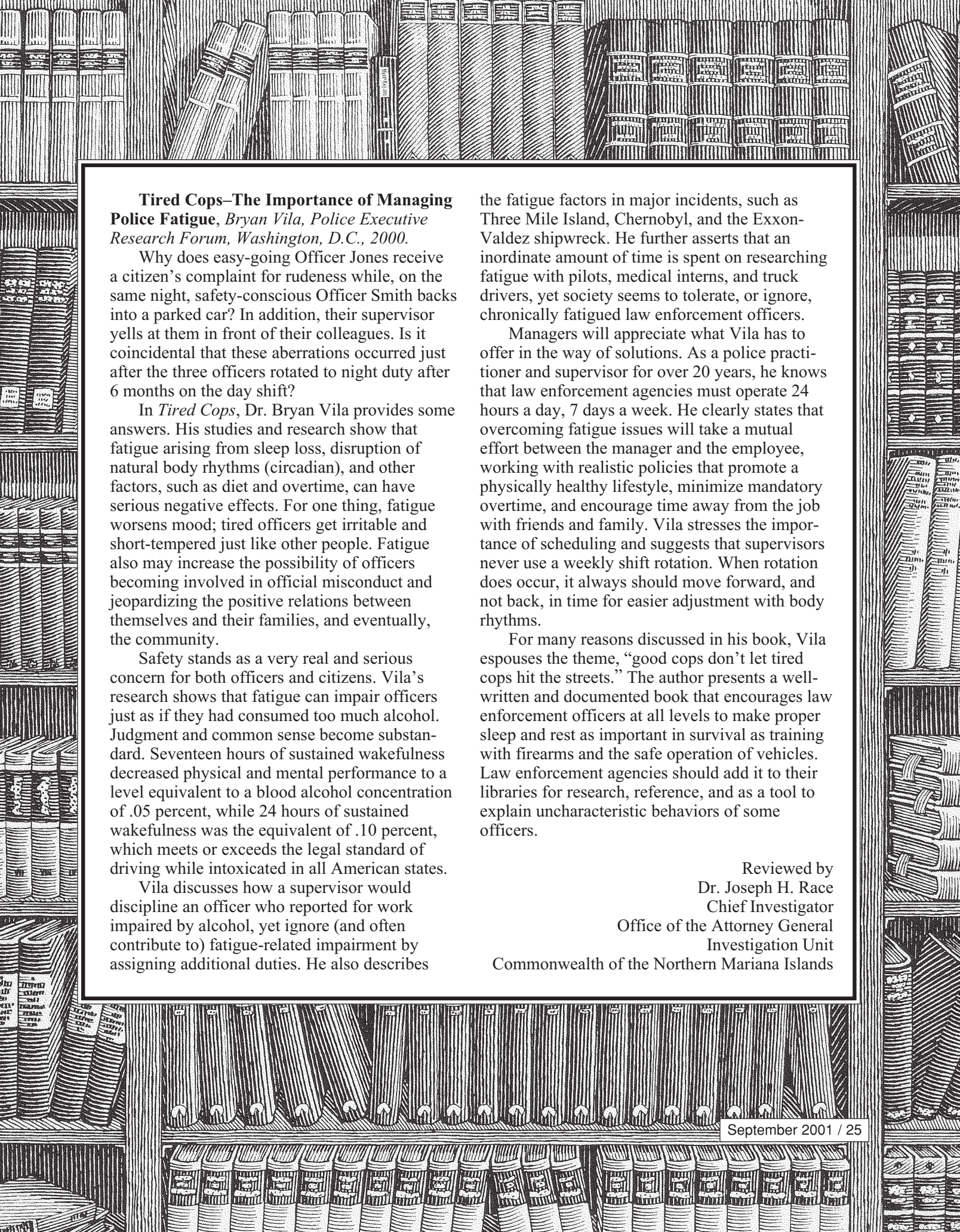
alternate command posts, and stresses the need for practicing bomb threat evacuation drills.

Because bombs can enter a facility in a variety of ways, including via the mail, the author addresses how to evaluate a package, what to look for in a mailed explosive device, and what to do with such an item. Besides the importance of developing a bomb threat response plan, the author also equally stresses getting an accurate, realistic assessment of the level of the threat and the ability of the location to resist such attacks. The author offers some areas to examine, but freely admits that entire books have been dedicated to the subject. However, the points covered in this work offer an excellent starting point for examining an area’s physical security.

The final chapter addresses what to do if a location falls victim to an actual bombing. This book offers excellent advice on how to mitigate additional damage and loss of life, as well as how to recover from the bombing and resume normal operations.

This book is excellent for anyone interested in preparing a comprehensive plan for dealing with bomb threats, unexploded improvised explosive devices, and actual bombings. The topic is not pleasant, yet the author provides excellent advice in an easy to understand, often humorous, fashion. Readers can read the book quickly and obtain invaluable information on planning for an event that everyone thinks will not happen to them. The author ends the book with a stark question that puts such planning into perspective. “Somewhere in the world someone is building a bomb. Isn’t it time to begin building your own defenses against this very real threat?”

Reviewed by  
Special Agent T.C. Fuller  
FBI Burlington, Vermont



**Tired Cops—The Importance of Managing Police Fatigue**, Bryan Vila, *Police Executive Research Forum, Washington, D.C., 2000.*

Why does easy-going Officer Jones receive a citizen's complaint for rudeness while, on the same night, safety-conscious Officer Smith backs into a parked car? In addition, their supervisor yells at them in front of their colleagues. Is it coincidental that these aberrations occurred just after the three officers rotated to night duty after 6 months on the day shift?

In *Tired Cops*, Dr. Bryan Vila provides some answers. His studies and research show that fatigue arising from sleep loss, disruption of natural body rhythms (circadian), and other factors, such as diet and overtime, can have serious negative effects. For one thing, fatigue worsens mood; tired officers get irritable and short-tempered just like other people. Fatigue also may increase the possibility of officers becoming involved in official misconduct and jeopardizing the positive relations between themselves and their families, and eventually, the community.

Safety stands as a very real and serious concern for both officers and citizens. Vila's research shows that fatigue can impair officers just as if they had consumed too much alcohol. Judgment and common sense become substandard. Seventeen hours of sustained wakefulness decreased physical and mental performance to a level equivalent to a blood alcohol concentration of .05 percent, while 24 hours of sustained wakefulness was the equivalent of .10 percent, which meets or exceeds the legal standard of driving while intoxicated in all American states.

Vila discusses how a supervisor would discipline an officer who reported for work impaired by alcohol, yet ignore (and often contribute to) fatigue-related impairment by assigning additional duties. He also describes

the fatigue factors in major incidents, such as Three Mile Island, Chernobyl, and the Exxon-Valdez shipwreck. He further asserts that an inordinate amount of time is spent on researching fatigue with pilots, medical interns, and truck drivers, yet society seems to tolerate, or ignore, chronically fatigued law enforcement officers.

Managers will appreciate what Vila has to offer in the way of solutions. As a police practitioner and supervisor for over 20 years, he knows that law enforcement agencies must operate 24 hours a day, 7 days a week. He clearly states that overcoming fatigue issues will take a mutual effort between the manager and the employee, working with realistic policies that promote a physically healthy lifestyle, minimize mandatory overtime, and encourage time away from the job with friends and family. Vila stresses the importance of scheduling and suggests that supervisors never use a weekly shift rotation. When rotation does occur, it always should move forward, and not back, in time for easier adjustment with body rhythms.

For many reasons discussed in his book, Vila espouses the theme, "good cops don't let tired cops hit the streets." The author presents a well-written and documented book that encourages law enforcement officers at all levels to make proper sleep and rest as important in survival as training with firearms and the safe operation of vehicles. Law enforcement agencies should add it to their libraries for research, reference, and as a tool to explain uncharacteristic behaviors of some officers.

Reviewed by  
Dr. Joseph H. Race  
Chief Investigator  
Office of the Attorney General  
Investigation Unit  
Commonwealth of the Northern Mariana Islands

# Airport Policing Training Issues and Options

By ROBERT T. RAFFEL

Airports are expanding and growing to unprecedented levels due to more affordable airfares and increasing public acceptance of air travel. In fact, some airports have become small cities, complete with banks, hotels, gas stations, and car rental agencies.<sup>1</sup> Today, most major airports boast several banks, scores of businesses, millions of passengers, and a commensurate rise in criminal activities, some of which are common in airports or specific to them (e.g., airline ticket fraud, narcotic smuggling, and distraction theft).

## TRAINING ISSUES

Against this background, law enforcement officers seldom receive training on how to operate in the airport environment.<sup>2</sup> Police assigned to an airport have basic training skills, tuned almost exclusively to urban and rural environments. Agencies place little effort on training officers in the investigation of airport-specific crimes or in tailoring enforcement plans to meet the growing demands that airports present today. Existing training usually concentrates on specific



tasks or legal areas. For example, the U.S. Federal Aviation Administration (FAA), historically has provided training for airport police officers. The course, appropriately enough, concentrates almost exclusively on regulatory areas of great interest to FAA, but comprises only part of what airport police officers need to know to effectively complete their duties. Airports around

the nation also train police on a local level, sometimes with the active assistance and participation of FAA Civil Aviation Security Offices. These efforts, while commendable, lose the consistency that a more centrally managed approach might obtain. Additionally, local training efforts miss an opportunity to avail themselves of a best-practices model, where the hard-learned

lessons of one officer become available to others.

The varied and complex duties inherent in airport policing require some consistency in approach to training. A sharp rise in air-rage incidents only signifies the beginning of a problem that will continue to grow as air travel becomes more affordable and less comfortable. Police assigned to airports soon find themselves involved in criminal investigations ranging from weapons smuggling to professional distraction thefts. The addition of organized criminal activity in and around the air cargo terminals and car rental lots, hazardous material violations, and drug smuggling activities keep the average airport police officer busy during a tour of duty. Newly assigned airport law enforcement officers rarely understand the complexities of the job.

Regulatory guidelines cover topics ranging from law enforcement officers flying while armed to screening passengers and their baggage to response procedures used for modern bomb-detection equipment. For example, recent security issues involving verification of police credentials at U.S. airports have prompted officials to take further steps to confirm the identification of law enforcement officers. Additionally, narcotics interdiction efforts at airports require particular techniques and have law enforcement support organizations, such as task forces, which are responsible solely for identifying these subjects. Criminal activity in airports includes crimes that most officers would not encounter outside of an airport, such as ticket

fraud. Police academies seldom, if ever, cover these areas, and most law enforcement officers usually do not learn them on the job. Crisis management at an airport also differs from what a patrol officer on the street might encounter because it comprises a new and varied set of players (e.g., airline captains and air traffic controllers). A demanding, people-oriented environment adds to this situation, which requires patience and understanding from law enforcement officers, as well as knowledge of all aspects of airport and air carrier operations. As many airport police officers soon discover, airport policing includes a variety of unique requirements and training.

#### TRAINING OPTIONS

Although limited training exists for airport police officers, several programs are available. Course topics vary depending on the specific agency providing the training.

#### Airport-Based Training

Some airports have organized, in-house training seminars that cover such airport-specific topics as how to respond to cargo theft or a security screening point incident. Some regularly offer these courses (e.g., in-service recurrent training) while others are done, often with FAA security assistance and involvement, on an as-needed basis. For example, the Orlando, Florida, Police Department's Airport Division created an airport containment team at the Orlando International Airport. Because the downtown Orlando, Florida, Police Department does not offer airport training, the Airport Division developed an in-house version where members receive training as first responders to an aircraft incident. The division can tailor this type of training to fit an individual airport or airport police officer function. But, the lack of consistency in training and an inability to determine which airport

“

***Criminal activity in airports includes crimes that most officers would not encounter outside of an airport....***

”



*Mr. Raffel serves as a federal security manager with the U.S. Federal Aviation Administration, Washington, D.C.*



policing methods work best present problems.

### **U.S. Federal Aviation Administration**

For several years, the FAA has offered a training course for airport police officers at their security training center in Oklahoma City, Oklahoma, or at an off-site training location. The off-site training occurs at various locations within the United States. Based on regulatory mandates concerning law enforcement officer support of air carrier and airport security functions, the course concentrates on FAA regulations as they affect airport policing. Some of the problems with this training include too few course offerings and a subject matter that is restricted to regulations.

### **Federal Law Enforcement Organizations**

In recent years, the FBI has increased its focus on aviation security issues and conducted two interagency training conferences

devoted to aviation security for its agents assigned to airports. Agents and aviation industry participants benefit from the open discussions and networking opportunities where they attempt to resolve issues of mutual interest. These enhanced training efforts show the FBI's growing realization that aviation security issues continue to increase. Given its jurisdictional prerogatives, the FBI's focus in this area is both timely and necessary.

The U.S. Customs Service also has become interested in aviation security. Although their training seminars primarily address explosives issues, the overwhelming popularity of these courses demonstrates the receptivity toward police officer-based training by U.S. law enforcement agencies.

### **Aviation Organizations**

Many aviation groups have developed training programs for airport police officers. For example, the Airline Reporting Corporation has offered seminars dealing with

identification and investigation of airline ticket fraud.<sup>3</sup> Additionally, the Air Line Pilots Association, a union representing 59,000 airline pilots employed with 49 U.S. and Canadian airlines, recently developed training in aviation security.<sup>4</sup> Globally, the International Civil Aviation Organization has presented worldwide instruction in a variety of aviation security topics.<sup>5</sup>

### **Other Law Enforcement Organizations**

In recent years, the Airport Law Enforcement Agency Network (ALEAN) has taken a lead in organizing seminars and meetings and improving communication among airport police departments. ALEAN, formed in 1990, addresses the unique policing problems shared by law enforcement officials responsible for safety and security of the major international airports in the United States.<sup>6</sup> ALEAN presented its first class on the introduction to basic airport policing in April 2000, and, due to overwhelming interest, offered another class in November 2000. Further, the Metro-Dade Police Department in Miami, Florida, offers classes in airport-related subjects and posts an airport investigator's course schedule on the ALEAN Web page.

### **CONCLUSION**

A wide, across-the-board interest regarding training airport police officers exists. The proliferation of training programs entails an understanding of the complexity of airport policing and an attempt to

professionalize it. An oversight group will ensure consistent, professional, and standardized training. The variety of emerging training platforms for airport police requires some type of quality control. Due to extensive airport regulations and the demands placed upon airport police officers, the aviation security community should

fully address the challenges of full-spectrum training and oversight. ♦

**Endnotes**

<sup>1</sup> Robert T. Raffel, "Job-Specific Training for Police: An Airport Example," *FBI Law Enforcement Bulletin*, October 1986, 13-15.

<sup>2</sup> For additional information on this topic, see Robert T. Raffel, "Criminal Investigation at Airports: An Overview," *FBI Law Enforcement Bulletin*, April 1983, 52-55.

<sup>3</sup> For additional information, see the Airline Reporting Corporation's Web site at <http://www.arccorp.com>, accessed July 9, 2001.

<sup>4</sup> For additional information, see the Air Line Pilots Association's Web site at <http://www.alpa.org>, accessed July 9, 2001.

<sup>5</sup> For additional information, see the International Civil Aviation Organization's Web site at <http://www.icao.org>, accessed July 9, 2001.

<sup>6</sup> See <http://www.alean.com>, accessed July 9, 2001.

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## *Transnational Organized Crime*

Transnational organized crime (e.g., illegal migration, trafficking in women and children, theft of and trafficking in automobiles, software piracy, and money laundering) has increased in such volume and scope that it now threatens national and international security. The report by Y.A. Voronin discussed some of the political, ideological, and human rights differences in establishing measures to fight transnational crime, especially in favorable climates, such as states with weak and corrupted justice systems. It also indicated that many efforts were being made to address the problem. One intervention law enforcement has used involved decreasing the demand for illegal commodities and services by increasingly legalizing such products and commodities—inevitably limiting the effect and spread of criminal rings and their activity. Another effective control measure in several countries involved strict regulation and licensing of various economic activity, especially bank and other financial services that attract money laundering. Grant 1999-IJ-CS-0014, funded in collaboration with the Department of State can be found at [http://www.ncjrs.org/rr/vol1\\_5/14.html](http://www.ncjrs.org/rr/vol1_5/14.html). Copies of the full report are available from the National Criminal Justice Reference Service 800-851-3420.

## *Medical Records as Legal Evidence*

A study by N.E. Issac et al. of 96 medical charts of 86 abused women who, together, made a total of 772 visits to two Boston hospitals, revealed that poorly documented medical records resulting from misconceptions between the legal and medical communities could hurt abused women's legal cases. Results of the study showed that both groups held many misconceptions about each other's role in responding to domestic violence that prevented important collaboration efforts between them. Medical records were not being used effectively because of such factors as difficulty and expense in obtaining them, illegibility, incompleteness or inaccuracy, and fear that the information would be more harmful than helpful. Many health care providers were confused about whether, how, and why to record domestic violence information in medical charts. Detailed information was recorded for only 24 percent of the 772 visits. In an effort to be neutral, some health care providers used language considered more detrimental than helpful in a legal case. More information on this study can be found at [http://www.ncjrs.org/rr/vol1\\_5/18.html](http://www.ncjrs.org/rr/vol1_5/18.html) or from the National Criminal Justice Reference Service 800-851-3420.

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## *Responding to the Problem Police Officer*

A study by S. Walker et al. of early warning (EW) systems (data-based management tools designed to identify police problem behavior) in the Miami, Florida; Minneapolis, Minnesota; and New Orleans, Louisiana Police Departments found that the system though programmatically different—reduced the problem behavior of police officers. The study evaluated the three EW systems from data collected through a review of official documents and interviews with key stakeholders. Researchers found that officers identified by EW systems did not differ significantly in race/ethnicity from nonEW identified officers, but the EW-identified officers group had an overabundance of males and had more serious disciplinary records. More information on this study, funded in collaboration with the Office of Community Oriented Policing Services, can be found at [http://www.ncjrs.org/rr/vol1\\_5/12.html](http://www.ncjrs.org/rr/vol1_5/12.html). Copies of the full report are available from the National Criminal Justice Reference Service 800-851-3420.

## *Juvenile Justice Bulletin*

The reduction of juvenile crime, violence, and victimization constitutes one of the most crucial challenges of the new millennium and *Juvenile Offenders and Victims: 1999 National Report* offers a comprehensive overview of these problems and the juvenile justice system's response. It brings together statistics from a variety of sources on a wide array of topics, presenting the information in clear, nontechnical text enhanced by more than 350 easy-to-read tables, graphs, and maps.

The *Report* presents statistical evidence that levels of predatory crimes, such as rape, robbery, and murder, committed by juveniles have dropped significantly over the past several years, with robbery at its lowest level in a generation. To obtain a copy of *Juvenile Offenders and Victims: 1999 National Report* (NCJ 178257 or CD-ROM NCJ 178991), access the Office of Juvenile Justice and Delinquency Prevention Web site at <http://www.ojjdp.ncjrs.org> or contact the Juvenile Justice Clearinghouse at 800-638-8736.



# *FBI Law Enforcement Bulletin*

## Author Guidelines

### GENERAL INFORMATION

The *FBI Law Enforcement Bulletin* is an official publication of the Federal Bureau of Investigation and the U.S. Department of Justice.

**Frequency of Publication:** Monthly.

**Purpose:** To provide a forum for the exchange of information on law enforcement-related topics.

**Audience:** Criminal justice professionals, primarily law enforcement managers.

### MANUSCRIPT SPECIFICATIONS

**Length:** Feature articles should contain 2,000 to 3,500 words (8 to 14 pages, double-spaced). Submissions for specialized departments, such as Police Practice and Case Study, should contain 1,200 to 2,000 words (5 to 8 pages, double-spaced).

**Format:** Authors should submit three copies of their articles typed and double-spaced on 8 1/2- by 11-inch white paper with all pages numbered. When possible, an electronic version of the article saved on computer disk should accompany the typed manuscript.

Authors should supply references when quoting a source exactly, citing or paraphrasing another person's work or ideas, or referring to information that generally is not well known. For proper footnote format, authors should refer to *A Manual for Writers of Term Papers, Theses, and Dissertations*, 6th ed., by Kate L. Turabian.

**Writing Style and Grammar:** The *Bulletin* prefers to publish articles in the third person (Point of View and Perspective submissions are exceptions) using active voice. Authors should follow *The New York Public Library Writer's Guide to Style and Usage* and should study several issues of the magazine to ensure that their writing style meets the *Bulletin's* requirements.

Authors also should contact the *Bulletin* staff for the expanded author guidelines, which contain

additional specifications, detailed examples, and effective writing techniques.

### PHOTOGRAPHS AND GRAPHICS

A photograph of the author(s) should accompany the manuscript. Authors can submit photos and illustrations that visually enhance and support the text. Black-and-white glossy prints (3- by 5-inch to 5- by 7-inch) reproduce best. The *Bulletin* does not accept responsibility for lost or damaged photos or illustrations.

### PUBLICATION

**Judging Manuscripts:** The *Bulletin* judges articles on relevance to the audience, factual accuracy, analysis of the information, structure and logical flow, style and ease of reading, and length. The *Bulletin* generally does not publish articles on similar topics within a 12-month period or accept articles previously published or currently under consideration by other magazines. Because it is a government publication, the *Bulletin* cannot accept articles that advertise a product or service.

**Query Letters:** Authors may submit a query letter along with a 1- to 2-page outline before writing an article. Although designed to help authors, this process does not guarantee acceptance of any article.

**Author Notification:** The *Bulletin* staff will review queries and articles and advise the authors of acceptance or rejection. The magazine cannot guarantee a publication date for accepted articles.

**Editing:** The *Bulletin* staff edits all manuscripts for length, clarity, format, and style.

### SUBMISSION

Authors should mail their submissions to: Editor, *FBI Law Enforcement Bulletin*, FBI Academy, Madison Bldg., Room 209, Quantico, VA 22135; telephone: 703-632-1952; fax: 703-632-1968; e-mail: leb@fbiacademy.edu.

# The Bulletin Notes

Law enforcement officers are challenged daily in the performance of their duties; they face each challenge freely and unselfishly while answering the call to duty. In certain instances, their actions warrant special attention from their respective departments. The *Bulletin* also wants to recognize their exemplary service to the law enforcement profession.



Sergeant Robbins



Officer Wright



Officer Erwin

In the early morning hours, while leaving the Martin, Tennessee, Police Department, Sergeant Scott Robbins noticed fire coming from a two-story apartment building two blocks away and immediately called for assistance from Officers Todd Wright and Tommy Erwin. Without regard for their personal safety, the officers entered the smoke-filled building to wake and

evacuate the residents, some of whom the officers had to physically carry to safety. Although the fire totally destroyed the building, the quick, decisive, and heroic actions of Sergeant Robbins and Officers Wright and Erwin prevented any injuries or loss of life.



Sergeant Norwood

Sergeant Brian Norwood of the Missouri City, Texas, Police Department responded to a report of a house fire. Upon arrival, Sergeant Norwood was met by a panic stricken woman yelling that her 2-year-old baby was still inside the residence. After determining the location of the child's bedroom, and without regard for his personal safety, Sergeant Norwood entered the smoke-filled house, crawled up the stairs, and began to blindly search for the child. Once finding the child huddled and crying in a corner, Sergeant Norwood rescued the child by crawling back out of the house to safety. Sergeant Norwood's quick and pivotal action, at great risk to his own safety, saved the life of the small child.



Officer O'Neal

On an evening of heavy rains, while on patrol, Officer Ian O'Neal of the Ardmore, Oklahoma, Police Department noticed a van in a ditch with water quickly rising over the van's roof. Realizing that someone was still inside the van, Officer O'Neal quickly climbed on top of the van and broke one of the side windows. Disregarding his own personal safety, Officer O'Neal entered the van, blindly felt through the water for the occupant, and pulled her to safety. Officer O'Neal's brave and expedient actions saved this woman's life.

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## Patch Call



The colorful patch of the Lake View, South Carolina, Police Department depicts Page's Mill pond and the old mill house. The patch also shows a palmetto tree and crossed cannon symbol of the state of South Carolina.



The patch of the town of Bernalillo, New Mexico, Police Department shows the American flag and the state flag of New Mexico. The helmet and pike depict the first "western" occupants of the area—the Spanish Conquistadores.