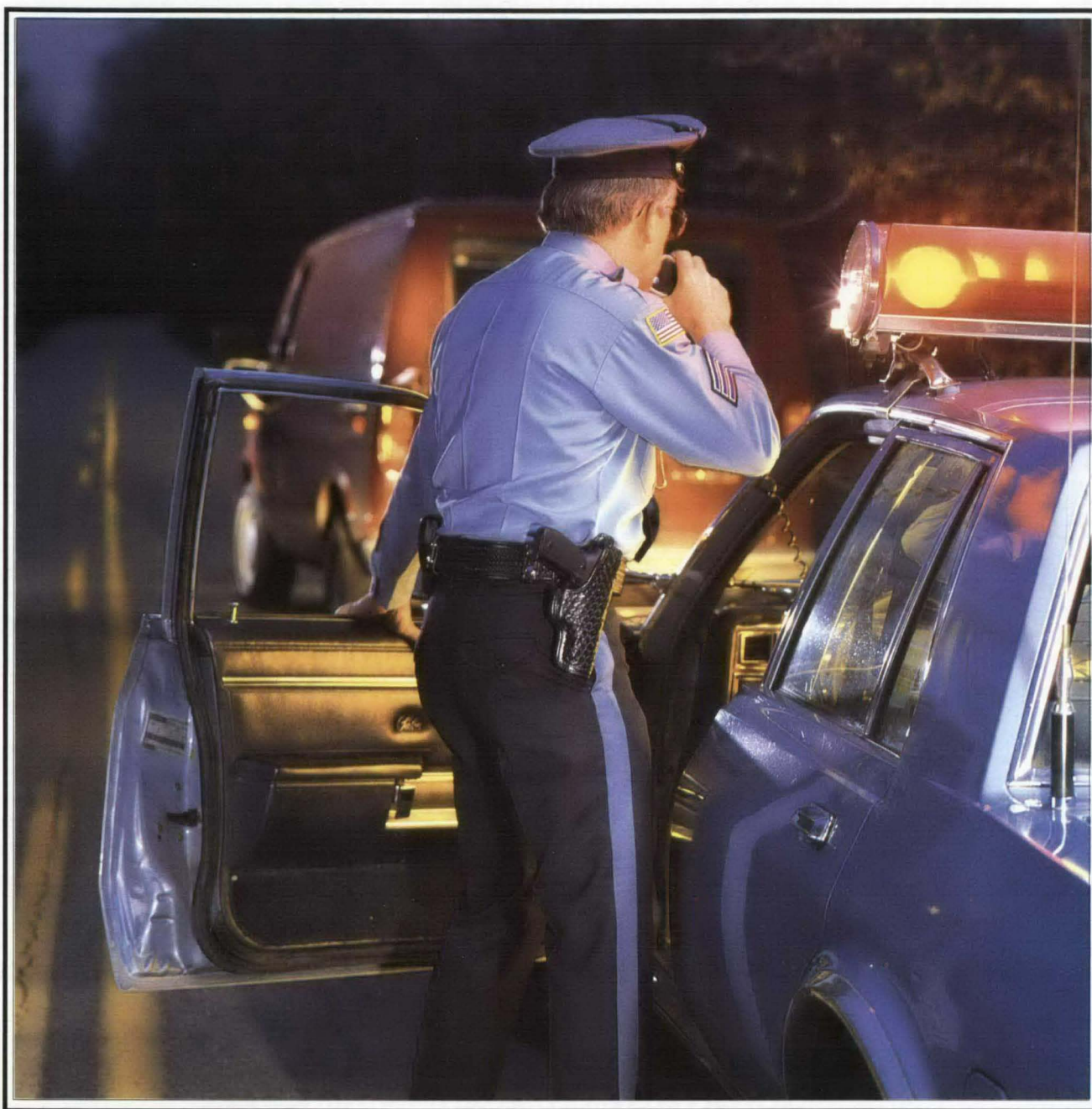




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Director

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FBI Law Enforcement Bulletin



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Tactical Surveillance With a Twist

By MICHAEL J. HANNA
and RONALD P. MATTIOLI

Consider the following scenario. The police chief in a medium-sized city receives a phone call at 3 a.m. The desk sergeant on the line informs the chief that the mayor and her family have been taken hostage in their home during a bungled burglary attempt. The burglars fired shots at arriving patrol units, and the situation is deteriorating quickly. The Special Weapons and Tactics (SWAT) team trained for such an event has been activated by the shift commander and is expected on location in 15 minutes.

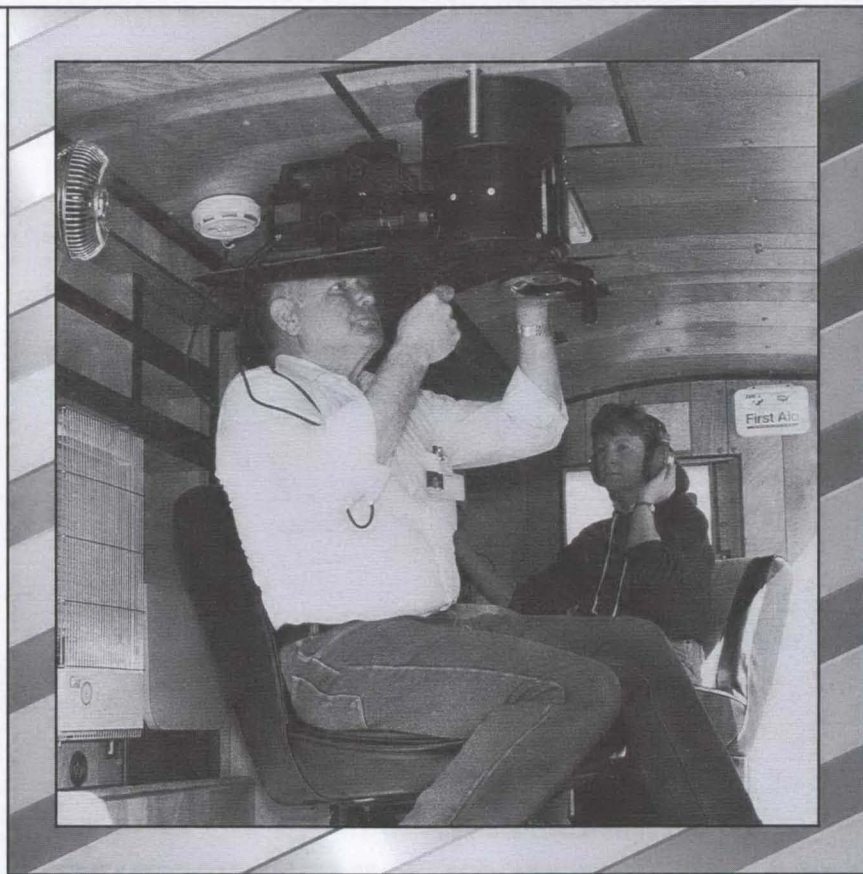
The chief hurries to the scene and finds the SWAT team in position. Officers have erected police barricades to protect and restrain reporters and onlookers. Time drags as the hostage negotiator contacts the burglars and opens a dialogue. Six hours later, the criminals surrender and release the hostages.

The chief's foresight in establishing a departmental emergency team paid off. The SWAT team contained a volatile event and saved lives; the department showed professionalism that likely earned some good press and a large measure of gratitude from the mayor. But would the department have fared as well if, instead of a hostage situation, the

problem had been a serial killer or rapist, an armed robber, or another career criminal randomly terrorizing the town?

Just as agencies should have a SWAT team available to react to explosive events, they also should have at their disposal a Tactical Surveillance Team (TST) dedicated to

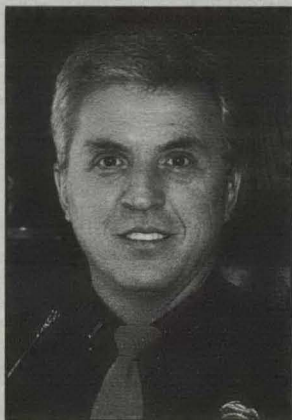
stopping violent or chronic offenders. Physical surveillance is one of the oldest and most effective weapons in the police arsenal. Police departments used surveillance units with great success in the 1970s and 1980s, but today's personnel shortages, coupled with the intensive drain of resources to fight the drug



epidemic, have eliminated most crime surveillance units. Unfortunately, however, the criminals once targeted by those units continue to proliferate. The TST could be the remedy for the future.



Mr. Hanna, a retired captain of the Flint, Michigan, Police Department, now serves as Director of the Law Enforcement Officers Regional Training Commission in Flint.



Mr. Mattioli, a retired commander of the Michigan State Police East Tawas Post, now works in private industry.

Like SWAT teams, TSTs receive special training. They can be activated for emergencies or for long-term investigations. The officers staffing these crews may be from different agencies, and comparable to SWAT officers, normally are free to perform regular duties. Similar to SWAT units, they allow law enforcement to deliver a systematic response to events that demand immediate attention.

A TST Model

In late 1990, a large county north of Detroit, Michigan, was experiencing an epidemic of Part I offenses.¹ Most of the major crime surveillance teams in the State had been disbanded due to budget shortfalls. The 24 police agencies in the county, including the sheriff's office and a post of the Michigan State Police, needed to find an effective tool for combating the serious crime epidemic.

Fortunately, the agencies had a long history of cooperation. Many had participated in task force efforts in the past, and two full-time multijurisdictional concept teams—one for drugs and one for auto thefts—already were operating in the county. The district detective commander of the State police, experienced in surveillance and task force work, decided to capitalize on the cooperative nature of the law enforcement agencies in the county by forming a part-time tactical surveillance team.

First, he prepared a written plan for the team. The plan included a statement of needs, goals, required training, target selection criteria, benefits to individual departments, equipment needs, liability issues,

and jurisdictional questions, as well as a suggested set of standardized forms. After the plan was presented at a monthly chiefs meeting, 95 percent of the chiefs in the county agreed to participate.

Each department was encouraged to assign at least one officer to the surveillance team. Severely understaffed agencies that could not provide surveillance personnel contributed administrative services, vehicles, equipment, or cash resources. The commander assigned a detective sergeant from the State police to spearhead the street-level effort.

Target Selection Criteria

A committee comprised of officers and officials from several of the participating agencies determined the criteria for selecting criminals to surveil. The team's services could be requested by any police officer within the jurisdictional limits of the team. To make the request, the officer simply filled out a form that justified the surveillance and described the suspect, attaching a photograph, if available, and submitted the form to the Executive Board. The Executive Board then met to review each request and to determine whether to activate the team.

Only criminals known or believed to be active in Part I crimes would be considered for targeting. Organized crime, drugs, and auto theft were excluded from the TST's purview because of other ongoing team efforts in those areas. Keeping the TST separate from the other teams eliminated confusion and fostered cooperation among teams. Because of limited resources, if simultaneous requests for team activation

occurred, priority would be granted based on the frequency of the crimes committed and the potential for violence.

Training

To maximize the effectiveness of the team, TST members needed to be trained uniformly. Officers attended 2 days of formal classroom instruction, which covered the basic techniques involved in fixed and moving (on foot or in automobiles) surveillance. The classroom training was followed by a week of working with one of the operating surveillance teams to give TST members practical experience.

Equipment

Agencies provided their TST officers with communications equipment—a mobile radio and a handheld unit capable of communicating on a common frequency with other team members. The team received permission to use an existing mutual-aid channel during surveillance operations; because the team operated only on a part-time basis, no special channel was necessary. Although the little-used frequency was not secure, the team learned specialized radio codes to minimize the problem.

Unmarked cars represent one of the most important pieces of equipment for any surveillance team. Because vehicles might need to be changed frequently to avoid detection, team members approached used car dealerships in their jurisdictions to explore the possibility of borrowing cars. Most dealers readily accommodated the team, as long as the officer's department agreed to carry insurance on

the vehicles. The team also had a few unmarked department-owned cars and forfeiture vehicles available for its use.

Participating departments provided their officers with other basic equipment, such as binoculars, tape recorders, and cameras. More sophisticated items—including bumper beepers, audio and video transmitters, and night scopes—could be borrowed from other agencies as needed.

Jurisdiction and Liability

From the outset, the surveillance team's organizers wanted to ensure that the team did not encounter problems with jurisdiction or liability. To ensure blanket jurisdiction, a State police officer participated on the team whenever possible. In addition, the county sheriff deputized all TST members to provide countywide jurisdiction for limited operations when no State police officers were available.



"Physical surveillance is one of the oldest and most effective weapons in the police arsenal."

With respect to liability, the participating police chiefs agreed that each agency would be responsible for the actions of its own officers. Because assignment to the TST represented merely an extension of the officer's duties across jurisdictional lines, no problems with this arrangement were encountered.

Standardization of Forms

The surveillance team used standardized surveillance requests, field notes, quick-check license plate recall forms, and other record-keeping materials. Criminal intelligence gathered from surveillance activity was centralized in the TST coordinator's computer and disseminated under existing State police policies. For purposes of prosecution, a complete, offense-related information package was prepared and provided to the investigators responsible for taking the case through the judicial system.



Munchausen Syndrome By Proxy

By KATHRYN A. ARTINGSTALL

The dawn of the 1990s brought widespread recognition of a once-obscure criminal act, Munchausen Syndrome by Proxy (MSBP), in which subjects injure or induce illness in children in order to gain attention and sympathy for themselves. Since its recognition by the criminal justice community, MSBP has been identified most closely with mothers who induce in their children breathing difficulties that mimic the symptoms of apnea and sudden infant death syndrome, who poison them, or who fabricate illnesses in their children. These mothers then bask in the attention afforded them by relatives, doctors, and hospital

personnel. However, because the child's illness has no medical cause, doctors have difficulty making a diagnosis.

As the baffling symptoms continue, doctors or hospital administrators may call on law enforcement to investigate the mysterious circumstances surrounding such cases. In fact, as the medical community becomes increasingly familiar with MSBP and its warning signs, doctors and medical staffs seem to be more inclined to request the assistance of local law enforcement agencies.

The growing list of MSBP cases underscores the need for investigators to understand the

various—and often complex—issues related to MSBP. During the past several years, a number of variations to the normal offender patterns have emerged, accompanied by a clearer understanding of how law enforcement should respond to cases believed to involve MSBP. The more investigators know about MSBP, the better able they will be to identify perpetrators, clear innocent suspects, and most important, protect children.

Research on MSBP

Researchers documented the serial nature of MSBP victimization in a study of 5 families with a total of 18 children.¹ In this study,



Detective Artingstall serves with the Orlando, Florida, Police Department.

“...a growing list of cases involving Munchausen Syndrome by Proxy confirms that this disorder represents a substantial challenge to the criminal justice system.”

72 percent of the children were known to be MSBP victims.

In each family, only one child was involved at any given time, and a total of five children seemed to be unaffected. Of those children affected, 31 percent died. In only one instance was there any other form of abuse present.

The characteristics of the maternal perpetrators in this study indicated the following: 80 percent possessed backgrounds in health professions; 80 percent manifested Munchausen Syndrome (self-inflicted injury) themselves; 80 percent received psychiatric treatment prior to diagnosis; and 60 percent of the mothers attempted suicide. Denial persisted in most cases.

The research also shows that individuals who initially engaged in Munchausen Syndrome may eventually practice Munchausen Syndrome by Proxy.² The degree to which the offspring of Munchausen offenders become the subjects of abuse may increase

proportionately with the number and increased severity of incidents of self-inflicted abuse.

MSBP may occur when the perpetrator of Munchausen Syndrome crosses over the threshold of self-inflicted injury into abuse of an unsuspecting child. Oftentimes, the caregivers (offenders) claim that injuries to the child were inflicted by a fictitious bad guy. In some instances, offenders injure themselves in order to substantiate the presence of this unknown perpetrator. Cautious, diligent investigation of these allegations often leads to dead ends based on a series of false crime reports.

Although there seems to be a multigenerational link between Munchausen Syndrome and MSBP, this connection has not been established scientifically to the level that most courts require. The level of understanding that members of the criminal justice system possess regarding Munchausen Syndrome and MSBP makes a crucial difference to the outcome of these

cases. The ever-present possibility of continued victimization of children at the hands of MSBP offenders further underscores the importance of handling these cases expediently.

Establishing MSBP as a possible extension of Munchausen Syndrome will not be an easy task for investigators and prosecutors if the acts have not advanced to the point of physical abuse. Most courts are unwilling to remove a child from a parent's custody without concrete evidence to support charges of child abuse.

Understandably, detectives experience considerable frustration when working on these types of cases. Incidents falsified by offenders and seemingly verified by means of self-mutilation only add to the mystery when a perpetrator cannot be identified.

Perpetrators

In the standard offender-victim relationship, suspicion centers on the biological mother. In fact, the vast majority of MSBP cases resolved through investigation have implicated the victim's mother as the sole offender.³

Investigators should be aware, however, that the MSBP offender profile has widened to include other perpetrators, both within and outside the victim's family structure.⁴ Fathers, grandmothers, aunts, and babysitters have been identified as offenders. Regardless of the relationship to the victim, the offenders all had one thing in common—each acted as the victim's primary caregiver.

In very rare cases, medical professionals also could be included in the list of potential suspects. While it appears that only immediate family members would receive the gratification from attention, increased self-esteem, and false sense of belonging afforded by MSBP, similar motivations lead some health-care workers to cross the line of the Hippocratic Oath into the realm of child abuse. By inflicting MSBP, and then "saving" the child, these offending medical practitioners hope to excel within their fields and win acceptance by their peers.

Fortunately, the frequency of cases involving health-care workers has been relatively low thus far. The possibility exists, though, that a medical professional's actions might indicate MSBP in certain circumstances.

Investigations of this type are highly sensitive. Often, medical personnel are wrongly accused by actual offenders who perceive that they have come under suspicion. Still, an investigator's decision to suspect or accuse medical professionals of MSBP should be based on the same standard of investigation used for other suspects. However, the primary caregiver status inherent in the most common offender profiles continues to place mothers at the height of suspicion.

Investigative Guidelines

The methods by which investigators approach suspected MSBP offenders are the keys to resolving such cases. During interviews, investigators should not express open disbelief in their accounts of

criminal incidents. Rather, investigators need to convey to the suspect that they are keeping an open mind regarding the case. Investigators can expect sound rationalization on the part of such offenders, as well as a series of open-ended allegations that cannot be substantiated.

Investigators should make every effort to segregate other family members from suspects during the

interview process because relatives probably will voice support and belief in the allegations if the suspect is present. In those cases where obvious inconsistencies exist, family members might view facts differently when questioned away from the suspect.

With further investigation, identified MSBP offenders might be linked to the deaths of their other

Profile of MSBP Offenders

- Are most often biological mothers of the victims, but potential offenders are not limited to this group; fathers and persons outside the family also have been identified
- Are often upper class, well-educated persons
- Remain uncharacteristically calm in view of the victim's perplexing medical symptoms
- Welcome medical tests that are painful to the child
- Praise medical staffs excessively
- Appear to be very knowledgeable about the victim's illness
- Have some medical education—either formal or through self-initiated study/experience
- Might have a history of the same illness as the victim
- Typically shelter victim from outside activities, such as school or play with other children
- Allow only selected persons close to their children
- Maintain a high degree of attentiveness to the victim
- Seem to find emotional satisfaction when the child is hospitalized because of the staff's praise of their apparent ability to be a superior caregiver.

children. Often, the original medical examiners incorrectly identified these deaths as resulting from sudden infant death syndrome.

If the deceased child or children have not been cremated, then exhuming their bodies for forensic testing might be appropriate. When advised of previously identified causes of death within a family, forensic pathologists or medical examiners might be able to uncover particular toxins or evidence pointing to homicide.

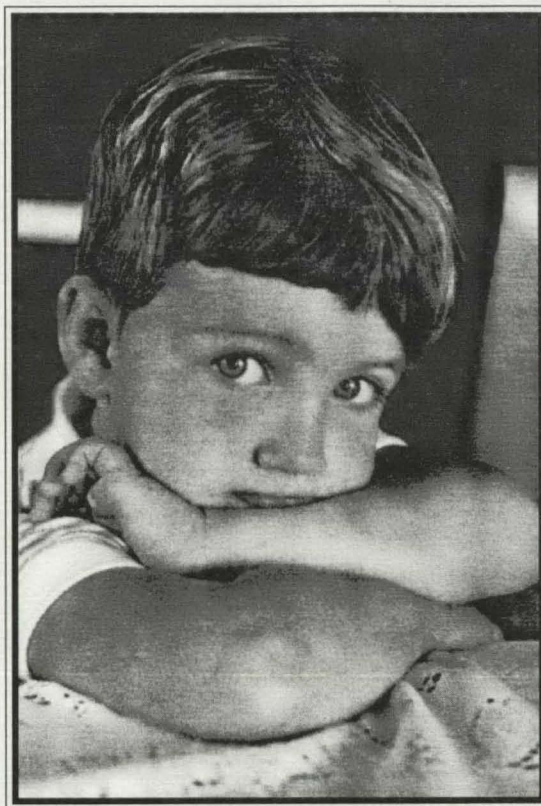
Questioning Victims

Whether the child actually knows that the offender has induced the illness depends on the child's physical age and the offender's covert skills. Certainly, the longer the abuse continues and the older a child grows, the more likely it becomes that the victim will understand the offender's actions.

If the abuse has been present throughout the life of the child, then the victim might believe that whatever action is being done to cause the illness is normal. Because of this misunderstanding of normal behavior and the attention that the offender lavishes, the child might not view the offender as anything less than an ideal caregiver, even if the abuse is blatant.

Law enforcement officers generally should refrain from interviewing the victim for two reasons. First, even if a victim is old enough to talk, the child probably will not be able to assist officers verbally in the

investigation. Second, officers must consider the potentially traumatic consequences should the child be told that a trusted caregiver is in fact an abuser. For these reasons, it would be wise to elicit the help of professionals when dealing with this



aspect of the investigation to lessen the possibility of further traumatizing the victim.

Victim Safety

In MSBP-related cases, investigators face additional concerns for the safety of the child involved. Suspected offenders might react in a number of ways when confronted by the police.

Generally, offenders deny the allegations and blame the child's apparent illness on unknown causes. Often, an upsurge in the severity of the victim's symptoms follows as the offender attempts to prove the presence of the illness. Unfortunately, the child might not be able to withstand the escalating abuse or the increased treatments prescribed to address the symptoms.

In order to reduce the possibility of further abuse to the child, investigators must work toward a swift conclusion to the case once they have confronted the suspected offender. Accordingly, case parameters and guidelines regarding evidence collected should be established *prior* to informing the subject of the investigation. Careful planning and caution in this area can be critical; research indicates that from 9 to 31 percent of all MSBP victims die at the hands of their perpetrators.⁵

Some confronted offenders might react more passively by relocating with the victim and other family members. If the courts do not enact protective measures to preclude a suspect from relocating with the child, the cycle of MSBP probably will continue in a new locale.

To avoid this scenario, investigators should ensure that adequate measures to protect the victim are in place via social services or judicial avenues before informing subjects that they are under suspicion. These measures should remain in place until the case is concluded.

If not arrested, offenders who believe they are under suspicion might become more cautious, but only temporarily. The child's apparent illness might subside until the offender believes it is safe to resume the abuse. Offenders also may wait until a reasonable time elapses and then re-admit the child into the hospital.

In either case, it appears that as offenders continue their abuse, the danger to the child increases. The needs-oriented behavior of such offenders has been compared to that of drug addicts. Through cycles of abuse and nurturing, MSBP offenders seek to satisfy an ever-increasing need for attention and self-validation. However, some experts believe that—unlike most drug addicts—MSBP offenders cannot be rehabilitated.⁶

False Allegations

Despite seemingly strong circumstantial evidence present in some cases of apparent MSBP abuse, law enforcement officers must make every effort to refrain from making false allegations. Accusations based on insufficient investigation and absent forensic analysis can have disastrous consequences.

In one such case, a mother in Missouri was falsely accused of the death of her infant son. The child died as a result of apparent ethylene glycol poisoning. However, upon the birth of a second baby, doctors found that the infant had a rare disease, methylmalonic acidemia, which in fact, had caused the death of the first child. The mother subsequently

initiated legal action against the State.

Such cases reinforce the need for investigators to explore all avenues when suspicion of MSBP arises. The importance of medical evaluation cannot be overstated. In fact, without properly collected medical documentation to support the thesis of MSBP abuse, it is unlikely that prosecutors can establish probable cause to support custodial arrest.

Child Custody Cases

The manner in which charges of MSBP originate must be considered in the total course of an investigation. Highly disputed child custody cases often generate charges of child abuse. Sometimes, MSBP offenders accuse the other parent of abuse in order to mask their own wrongdoing and to keep custody of the child.

In cases where an estranged parent involved in a custody dispute reports illnesses or accuses the other

Motivational Factors

One or more of the following motivational factors might be present in MSBP cases:

- Most offenders crave the attention gleaned from hospital staffs, doctors, and family members
- Offenders become more aggressive as time passes
- Some offenders in theory might receive gratification as they fool the doctors. They derive enjoyment from knowing what is wrong with the child while medical experts remain baffled
- Some offenders may fear going home or adjusting to a normal daily routine without being the center of attention
- A relatively minor crisis—such as the fear of being left alone or of the child's being released from the hospital—could trigger an attack on a victim
- An offender who is praised as a hero for saving a child might elect to re-create that euphoria by fabricating subsequent incidents of abuse and revival of the victim.

parent of child abuse, investigators should explore all potential motivations for such accusations. Falsified

reports for custodial purposes could be a valid concern. Any investigator assigned to a potential MSBP case

needs to ensure that the agency is not being used as a tool for secondary gain by the accusing parent.

In cases where reports of abuse emanate from a noncustodial or estranged parent, the question of accuser/infligator role reversal should be considered as an alternate cause of the child's ailments. This type of issue often arises in contested divorce situations involving minor children and also might be linked to parental kidnapping by noncustodial parents.

When custody has been denied to an offending parent, and the victimized child has been placed with the other parent, the offender might go to great lengths to regain custody. Accusations of sexual abuse, especially if the custodial parent is the father, might be made by offenders as they attempt to disguise their responsibility for the child's abuse.

The underlying rationalization for the actions of MSBP offenders stems from their desire to regain lost custody through outward expressions of love. It appears that the longer offenders are separated from victims, the more desperate and determined they become to regain custody.

Domestic Violence Shelters

Suspected MSBP offenders who believe that they are being watched, have been accused of MSBP abuse, or sense the need for self-vindication might seek assistance by accessing public shelters provided for victims of domestic violence. In such cases, offenders rely on their highly developed skills of deception.

MSBP Warning Signs

- Unexplained and prolonged illness that puzzles experienced doctors who may state that they have "never seen anything like it before"
- Repeated hospitalizations and extensive medical tests that fail to produce a diagnosis
- Symptoms that do not make medical sense
- Persistent failure of the victim to respond to therapy
- Signs and symptoms that dissipate when the victim is removed from the suspected offender's presence
- Mothers who do not seem worried about their child's illness but are constantly at the child's side while in the hospital
- Mothers who have an unusually close relationship with the hospital's medical staff
- A family history of sudden infant death syndrome
- Mothers with previous medical or health-care experience who have a history of the same type of illness as their child
- A parent who welcomes medical testing of the child, even if painful
- Attempts to convince the staff that the child is still ill when advised that the child will be released from the hospital
- A model family that normally would be above suspicion
- A caregiver with a previous history of Munchausen Syndrome
- A caregiver who adamantly refuses to accept the suggestion that the diagnosis is nonmedical.

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Because personnel working at these shelters function for the protection and assistance of traumatized women, they might be reluctant to question an incoming client's account of victimization. This situation highlights the need for a concrete investigative protocol when suspicion falls on an MSBP offender.

Once a woman gravitates to an abuse shelter, police access might be difficult, and the support system in the shelter will reinforce her fictitious explanation of the child's injuries or illness. While in the shelter, the victim temporarily might be spared from further injury to strengthen the mother's claim that another person is the source of the abuse. However, the child's reprieve usually ends when the offender must leave the shelter and once again is alone with the victim.

Substitute Victims

Generally, abuse of a victim at the hands of an MSBP offender is resolved in one of the three ways—the child dies, the police apprehend the offender, or the victim's advancing age causes the offender to move on to a younger child within the family. In cases where a child has either died from abuse or matured to the point that the caregiver believes it is too dangerous to continue the abuse, the offender might attempt to find another suitable victim.

The offender commonly substitutes a younger sibling for the initial victim. In rare cases, both children might share the abuse simultaneously, but it is more likely that the offender will concentrate on one victim at a time. Because offenders

revel emotionally in the attention derived from MSBP, it seems reasonable to assume that only one child would be necessary to gain such attention. However, investigators would be remiss to assume singular victimization because MSBP offenders maintain their own peculiar index of rationalization.

**“
Sometimes, MSBP
offenders accuse the
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MSBP as a Homicidal Agent

Unfortunately, MSBP has become a popular means to “dump” cases when agencies seek to establish a link between this syndrome and maternal homicide. Not all women who kill their children are afflicted with Munchausen Syndrome or MSBP, just as not all women who kill their children are insane.

With MSBP, offenders crave the attention gleaned from events surrounding their child's illness or death. Thus, investigators should consider the possibility of MSBP if they believe there to be some secondary gain—in the form of attention or notoriety—afforded the offender at the expense of the victim. If investigators find no warning signs associated with MSBP cases or no

secondary gain in the form of attention, then they should consider the possibility of homicide without the association of the MSBP factor.

Conclusion

Despite the evolving understanding of Munchausen Syndrome by Proxy within the medical and law enforcement fields, police investigators still might find it difficult to believe that a child's caregiver, someone who appears sincerely concerned about the victim's health, could be the cause of a child's symptoms. However, a growing list of cases involving Munchausen Syndrome by Proxy confirms that this disorder represents a substantial challenge to the criminal justice system. By understanding the motivations, needs, and methods of MSBP offenders, the law enforcement community can better identify perpetrators and protect innocent victims. ♦

Endnotes

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³ H. Schreier and J. Libow, *Hurting for Love: Munchausen by Proxy Syndrome* (Guilford, Connecticut: Guilford Press, 1993), 103.

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⁵ D.A. Rosenberg, “Web of Deceit: A Literature Review of Munchausen Syndrome by Proxy,” *Child Abuse and Neglect*, November 1987, 547-565; R. Meadow, “Fictitious Epilepsy,” *Lancet*, vol. 25, 1984, 8; supra note 1.

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FaxBack Response

April 1995 Question:

Does your department provide foreign language training to its officers?

The responses to our April 1995 FaxBack question could be summed up in just three words: HELP, por favor. The majority of respondents see a great need for foreign language training—especially in Spanish—but report that their agencies currently provide little or no training in this area. Funding and staffing shortages, rather than a lack of officer interest, appear to be the primary obstacles.

However, several agencies have overcome these stumbling blocks to provide innovative programs for their officers. One midwestern department offers three different but overlapping options for learning Spanish.

In 1994, over 200 officers participated in a day-long Street Survival Spanish course offered as part of the department's elective inservice training initiative. The department also sponsors a ride-along program that allows bilingual citizens to accompany officers on patrol.

In addition to providing an opportunity for the officers to practice their Spanish, the program allows community members to participate in problem solving while helping to bring the officers' diversity training to life as they interact with members of the Hispanic community. The presence of a bilingual passenger also provides an immediate interpreter should officers encounter a language barrier.

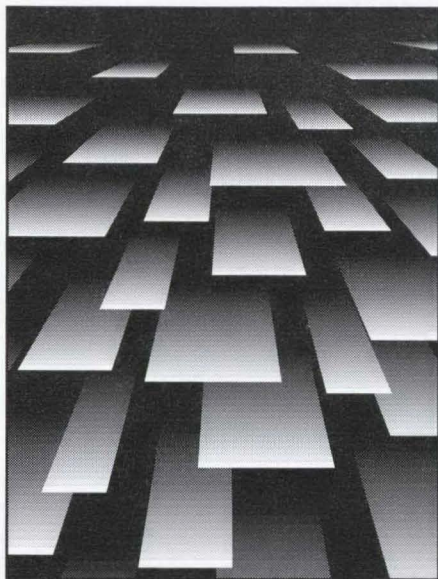
This department currently is contracting with a private firm to offer a 30-week training course that provides participants with more sophisticated linguistic abilities. By emphasizing verbal skills rather than grammar rules, the training program reduces the time needed for officers to become proficient at conversing in Spanish.

As with most of the training cited by respondents, participation in these three initiatives is voluntary. However, the high level of officer interest in these and other voluntary programs underscores the need officers see for practical foreign language training.

Perhaps the most surprising aspect of the responses received was not so much what was said, but who said it. The majority of respondents who cited a greater need for foreign language training work in rural or midwestern agencies, many of which are far from traditional immigrant enclaves. A respondent from rural Pennsylvania noted an increased need for language training in light of the State's 1994 Domestic Violence Act, which requires that officers be able to provide victims with an explanation of their rights in both English and Spanish. In Nebraska, a small police department copes with an influx of workers searching for housing close to a meat-packing plant in a neighboring city. The majority of these individuals speak only Spanish. A police department in another midwestern city currently is developing training programs for Hmong (a southeast Asian language), as well as Spanish.

The trend seems clear. Agencies that do not place a priority on foreign language training today may be unable to communicate effectively with many of their constituents tomorrow. ♦

FaxBack Question



What is FaxBack?

FaxBack is an interactive forum for readers of *Law Enforcement* to comment on current issues facing the criminal justice system. Each FaxBack will introduce a question and invite readers to respond. Responses will be compiled and summarized in a subsequent FaxBack column. Answers should be drafted on agency letterhead; however, all responses will remain anonymous when published.

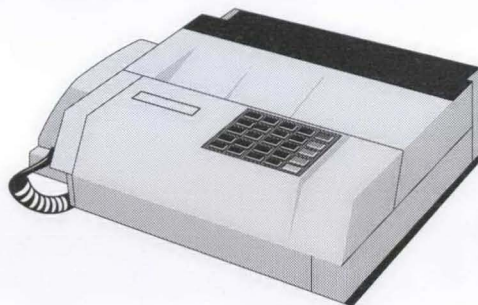
FaxBack Question

What influence does the media have on community perceptions of crime and law enforcement?

- What can agencies do to promote positive perceptions of the police and decrease negative ones?
- Has your agency developed any initiative that involves the media to improve community relations?

How to Respond

Fax responses to FaxBack at (703) 640-1474. Responses also may be mailed to the Law Enforcement Communication Unit, FBI Academy, Madison Building, Room 209, Quantico, Virginia 22135. ♦





Law Enforcement Communication Security

By LAURA E. QUARANTIELLO

On every shift, law enforcement officers don equipment designed to protect them from harm during their tour of duty on the streets. Like a knight's armor, each piece of equipment forms a link of protection that, when complete, affords officers the best possible safety from the dangers they will face.

Under their uniforms they may wear tight-fitting protective vests; on their equipment belts, they carry service weapons and handcuffs. Trained to use these tools, officers hit the streets confident in the protective value of their gear. But the weakest link in the department-issued armor may turn out to be the

most innocuous piece of equipment that officers use—the two-way radio.

THE LIFELINE

In the early days of urban policing, a blow on a whistle or the rap of a nightstick on a manhole cover was sufficient to summon assistance or transmit information. Officers basically worked alone, with very little need during their shifts to communicate with others in the department.

Today's police officers, however, work beats in a far different world. Their jobs and safety depend in large part on information exchange—a dispatcher giving details of a call for service or coordination

among officers during a search for a suspect. This constant need for information can be fulfilled primarily through a voice link. Thus, the radio serves as an officer's lifeline.

Unfortunately, the radio wave that carries an officer's voice to a dispatcher's headset also radiates out into free air. Anyone with a scanner and a little time can tune in easily to the communications of local, State, and Federal law enforcement agencies. Every conversation can be overheard.

WHO IS LISTENING?

Officers using radios often fail to realize that not everyone who hears them is true blue. Though

officers intend police communication for internal, department use only, the radio frequencies used to broadcast them can be tuned in by anyone. A quick trip to the local electronics store will prove that the general public easily can acquire the equipment to intercept police transmissions.

Civilians who monitor police radio communication are, for the most part, hobbyists. They have an interest in the job itself and in keeping track of what happens in their city. The scanner simply provides entertainment. In fact, many hobbyists have become assets to police by calling in tips based on their knowledge of current police activities.

Hobbyists and their scanners do not concern law enforcement. What does concern the police is the increasing number of criminals who use scanners.


A scanner properly programmed with law enforcement frequencies can furnish criminals with a steady stream of information about police activities, including advance notice of everything from routine patrols to drug raids and warrant services. This legal eavesdropping compromises officer safety.

MYTHS AND ILLUSIONS

Officers who believe that their radio conversations cannot be intercepted by others outside of the department live with a delusion. Dependence on the radio link has bred complacency and generated several myths about radio security.

Officers often believe that with so many frequencies in use by their department, the chances must be small that a criminal will be

“Dependence on the radio link has bred complacency and generated several myths about radio security.”



Ms. Quarantiello, a writer in San Marcos, California, has published several articles on law enforcement radio communication.

listening to the right one at the right time. In fact, the chances are very good. With today's scanners capable of continuously searching hundreds of channels in seconds, even departments that use many different frequencies are not immune.

Officers believe that using codes and abbreviations prevents civilians from knowing what officers are talking about most of the time, right? Wrong. Commercial outlets routinely make police codes available. With a little listening and some common sense, most abbreviations can be deciphered. While number codes and abbreviations allow for clarity and brevity over the radio, they in no way ensure transmission security.

The biggest myth among police departments might be that 800 MHz (megahertz) radio systems make it impossible for police communication to be overheard. Manufacturers tout 800 MHz trunked systems as scanner-proof, and news agencies have reported that the advent of

these systems destroys the ability of outsiders to listen. Nothing could be further from the truth. Trunked radio systems provide a bit of a challenge to monitor, but they also supply many pluses to listeners. With these systems, tactical and car-to-car communications, as well as the transmissions of detectives, now are broadcast over repeaters (devices that amplify and resend radio signals), which extend broadcast range. Even undercover details can be heard clearly.

Officers hold another common misbelief that most conversations over the radio are routine and disclose nothing that a criminal could use to put them in danger. It does not take a full-scale discussion to compromise officer safety. Just a few words, a seemingly minor detail, or a dropped name can be enough. An officer once innocently asked another, "207 David, 356 Adam. I am on the south side. Where are you?" "Second and Grand," responded the officer, continuing, "I am headed to Madison for a special detail."

Two things are wrong with this 5-second exchange. First, a criminal familiar with local police call signs would recognize that 207 David is the radio call of a detective unit. Second, the detective revealed his destination. The criminals listening in at the drug house on Madison would be packing by now, or loading their weapons.

PRECAUTIONS

Budget cuts and the high cost of equipping police officers often preclude the purchase and use of sophisticated scramblers and other forms of voice protection. In the end, the least expensive and most effective means of employing communication security lies in officers' watching their words. For this reason, officers should take the following precautions when transmitting over the radio.

Stick to the Necessities

The radio is not a telephone and should not be used for casual conversations. Officers should not convey personal or sensitive information over the radio.

Avoid Details That Can Be Communicated Later

Unless the information is urgent to current operations, it can wait. Officers should remember that everything they say can be heard, and they should always question whether they must communicate by radio immediately or if they can talk to the person later.

Use Typed Messages or Face-to-Face Meetings

Mobile Data Terminals (MDTs) provide some security by reducing conversations to typed messages

relayed from computer to computer. Though MDT communication can be recorded and stored by the department, outsiders so far cannot decode the transmissions. If at all in doubt, officers should meet in person to exchange information.

**“
...the least expensive
and most effective
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”**

Avoid Officer Names

Officers often approach conversations on tactical or car-to-car frequencies casually and use personal names instead of call signs. A wise criminal will learn to associate names with voices and then with call signs, which can endanger officers later when the criminal identifies special operations by the officers involved.

Avoid Unique Call Signs

Distinctive call signs alert criminals to the type of operations being conducted by the department. Departments should try to avoid special number or letter combinations that might tip off listeners to officers' whereabouts or activities.

Do Not Disclose Locations During Undercover Operations

Although officers might find it cumbersome to refer to “the location north of the main drag” or to use

other verbal disguises, such tactics will help keep eavesdropping criminals off guard. All movements should be outlined in preliminary briefings and mapped out prior to the operation so as to reduce the need for radio exchanges.

Do Not Coordinate Special Operations Over the Air

The details of drug raids, warrant services, and other operations always should be coordinated during briefings. Once on the road to the location, radio chatter should be kept to an absolute minimum. All too often, listeners have heard sensitive details, such as the physical positioning of officers during tactical operations, that could place officers' lives in danger.

Use Low-Power Communications

If at all possible, officers should use simplex, low-power communications during undercover details and when transmitting from car to car. Sometimes called “talkaround,” these channels do not use the system's repeater and, therefore, are harder to hear.

Use Out-of-Band Frequencies

Listeners know the police radio service bands and scan them diligently, so even communication on a supposedly unknown channel can be found if the channel falls within the range of police wavelengths. Departments should try low-power communications on bands away from the norm. Federal Communications Commission rules¹ allow police agencies to operate low-power radios on almost any public safety frequency, provided the transmissions cause no harmful interference.

Avoid Using Cellular Phones for Sensitive Conversations

Officers often attempt to avoid the radio by using cellular mobile telephones. These phones operate in the 869-894 MHz band, and their transmissions can be picked up by most moderately priced scanners. Recent legislation² makes the manufacture and importation of cellular-capable scanners illegal, but owning such a scanner remains legal.

Officers should make all phone calls from wire-connected telephones. If that is not possible, officers should avoid parking in one spot while using a cellular phone. Driving around takes advantage of frequent handoffs of the call from cell site to cell site, thereby causing listeners to lose the signal.

Do Not Rely on 800 MHz or Anti-scanner Tones for Protection

As mentioned previously, new 800 MHz trunked radio systems do not provide secure transmissions. In fact, they can be overheard easily. Some companies market their systems with anti-scanner tones intended to delay scanning radios and cause them to miss communications. However, users can defeat these tones by making internal modifications to the scanner.

CONCLUSION

The two-way radio has become so much a part of the daily routine that, unlike a weapon, officers largely ignore its potential for harm. Criminals, unfortunately, have realized the benefit of listening to police communications and often

use the information gained to avoid discovery and arrest.

Officers' lives might be jeopardized when criminals intercept transmissions and learn of police movements and activities. Therefore, they always should guard what they say over unprotected radio frequencies, remembering that officer safety begins with a good coat of armor. ♦

Endnotes

¹ FCC Rules and Regulations 90.19(g)(3) allows law enforcement agencies to use any Part B public safety frequency between 40 and 952 MHz for surveillance and stakeouts, provided the power output does not exceed 2 watts. Prior approval is required for use of any Part B public safety non-police frequency, such as those designated for fire or highway maintenance.

² The Telephone Disclosure and Dispute Resolution Act of 1992 made it illegal (as of April 26, 1994) to manufacture in the United States, and/or export to the United States, scanning receivers or frequency converters that are designed or can be readily altered to receive cellular telephone frequencies.

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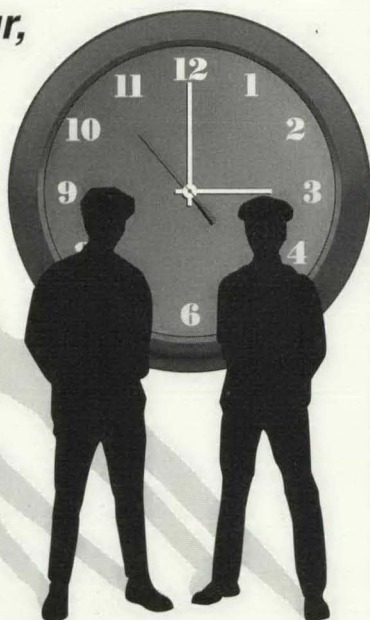
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Police Practice

The 12-Hour, Fixed Shift Measuring Satisfaction

By
Richard B. Walker, M.A.
and Clyde Eisenberg, M.A.



On July 6, 1992, the Hillsborough County Sheriff's Office (HCSO) in Tampa, Florida, implemented a 12-hour, fixed shift for its uniformed patrol division. As with any major change to traditional practices, conversion to the 12-hour schedule opened the department to both praise and criticism from the rank and file. However, responses to a survey given after the transition reflect broad support for the new schedule among the personnel of the patrol division. This support and the many advantages that the modified schedule accords to the sheriff's office and the community confirm that the benefits of the schedule shift outweigh the initial resistance and the considerable efforts necessary to implement this change.

CHANGING TIMES

Traditionally, patrol personnel in the HCSO worked 8.4 hours a day, 5 days a week (42 hours a week). Deputies were deployed on three forward rotating shifts, commonly referred to as "days," "evenings," and "midnights."

Among deputies, the constant adjustment of personal, family, and physical needs to the ever-changing demands of the job led to a high degree of dissatisfaction with the rotating deployment system. Due to the inflexibility of rotating deployment, the schedule provided for minimal weekends off—a real liability in a society that cherishes free time on Saturdays and Sundays. The schedule also placed special burdens on personnel with young children; many families were forced to employ three separate child-care providers to cover the different shifts.

From a management perspective, the rotating schedule led to massive amounts of overtime due, in part, to the short overlap between shifts. Insufficient overlapping made it difficult for deputies to transfer existing calls for service from one shift to the next. Even worse, the schedule's inflexibility would not allow adequate redistribution of patrol personnel to cover peak work periods in the late afternoon and evening.

In response to the shortcomings of the traditional rotating deployment schedule, the sheriff distributed a questionnaire to patrol personnel in order to identify factors critical to creating a new, more efficient deployment system. After assessing the preliminary results with his staff, the sheriff disseminated followup questionnaires, held committee meetings, and visited patrol personnel during roll calls. After considerable consultation and discussion, the sheriff's staff and patrol division personnel agreed that the division would adopt a 12-hour, fixed-shift schedule. However, before implementation of the new plan, all uniformed personnel were given the opportunity to vote on the proposed change in the patrol schedule. Sixty-five percent voted in favor of the patrol division's conversion to the 12-hour, fixed shift system.

As part of the agreement, individual patrol deputies could bid for their preferred shift and supervisor. The final order of bidding was based on a numerical score determined by each deputy's time in rank (total months at current rank) and the weighted score from the employee's most recent performance evaluation. The flexibility of the new 12-hour, fixed schedule replaced the rigidity of the old rotating schedule. Soon, the advantages both for line personnel and for management became apparent.

ADVANTAGES OF THE 12-HOUR SHIFT

For Patrol Personnel

The new schedule contains several features that benefit patrol personnel. Under the new shift schedule, patrol personnel work longer days (12 hours versus 8.4), but the deputies:

- Never work more than 3 consecutive days
- Have off 14 days per month rather than 8 days under the old system, and
- Work only every other weekend.

In addition, the fixed shift allows for more stable personal and family lives and eliminates the added physical stresses caused by adjusting to rotating shifts.

For Management

The 12-hour shift schedule also provides many advantages for managers. Most important, the expanded daily shifts require only two shifts to work a 24-hour period, creating a personnel surplus. This surplus allows managers to deploy an additional shift to cover the peak service period. Further, staggered reporting times for the day and night shifts provide a 1-hour overlap in personnel. Because calls taken between shifts can be assigned to the incoming shift, this 1-hour overlap in work schedules virtually eliminates overtime. What little overtime remains primarily results from calls received at the end of the peak shift.

SATISFACTION SURVEY

One year after implementation of the 12-hour shift schedule, the Hillsborough County Sheriff's Office conducted a survey of its patrol personnel. To obtain an accurate perception of employee satisfaction with the 12-hour shift schedule, the authors developed an informal questionnaire and administered it to 102 deputies who had worked under both the old, rotating schedule and the new, 12-hour schedule. Respondents who fit this criteria were chosen at random from squads in the HCSO's two patrol districts.

The results of the survey revealed widespread support for the 12-hour, fixed schedule. In response to the statement, "I like the 12-hour shift as opposed to the 8.4-hour shift," 95 percent of the respondents agreed or strongly agreed.

The Hillsborough County Sheriff's Office 12-hour, Fixed Shift Schedule

HCSO patrol personnel are divided into an "A" shift and a "B" shift. They work converse schedules; deputies assigned to shift A work on days that deputies on shift B are off duty. The grids below reflect 2-week schedule cycles for both shifts. Deputies in each group are further divided into "day," "night," and "afternoon," shifts, each of which lasts 12-hours. W = work day.

"A" Shift (2-Week Cycle)

Mon	Tue	Wed	Thu	Fri	Sat	Sun
W	W	OFF	OFF	W	W	W
OFF	OFF	W	W	OFF	OFF	OFF

"B" Shift (2-Week Cycle)

Mon	Tue	Wed	Thu	Fri	Sat	Sun
OFF	OFF	W	W	OFF	OFF	OFF
W	W	OFF	OFF	W	W	W

Work Hours for both A and B Shifts

- Day Shift: Staggered reporting times of 0600 and 0700 hours create a 1-hour overlap with the night shift.
- Night Shift: Staggered reporting times of 1800 and 1900 hours create a 1-hour overlap with the day shift.
- Afternoon Shift: Works from 1500 to 0300 hours.

Because much of the initial resistance to the fixed schedule focused around the demands of working 12-hour versus 8.4-hour days, the questionnaire posed several questions specifically relating to the effects of working longer shifts. Ninety-five percent of the respondents agreed or strongly agreed that they had become "...used to the length of the 12-hour shift." Eighty-three percent responded favorably to the statement, "My productivity has increased since the inception of the 12-hour shift."

Over 75 percent reported less job stress as a result of the 12-hour shift. Eighty percent agreed or strongly agreed that their commitment to the organization had increased due to the 12-hour shift schedule.

The schedule also received high marks in more ancillary areas. Eighty percent of the respondents said that the 12-hour schedule afforded them more time to conduct latent investigations and to become better acquainted with local residents. Fifty-one percent reported no increase in off-duty court time. Almost all respondents (97 percent) reported having more time for their families due to the extra days off.

CONCLUSION

Organizations harbor an intrinsic resistance to large-scale change. Although this resistance never is overcome easily, successful conversion to the 12-hour shift in the Hillsborough County Sheriff's Office shows that where change is warranted and is beneficial to both line personnel and management, it can be accepted and even embraced.

In the case of converting to a 12-hour, fixed schedule, success resulted largely from two factors. First, the 12-hour shift concept holds several clear advantages over the less flexible rotating schedule. Second, HCSO administrators solicited employee input at every stage when developing the new schedule. This methodical process ensured meaningful dialogue between administrators and line personnel, thus providing employees with a strong sense of involvement in shaping an integral component of their work environment. Such an approach is a recipe for success. ♦

Corporal Walker and Corporal Eisenberg serve with the Hillsborough County Sheriff's Office in Tampa, Florida.

Author Guidelines

Manuscript Specifications

Length: 1,000 to 3,000 words or 5 to 12 pages double-spaced.

Format: All manuscripts should be double-spaced and typed on 8 1/2" by 11" white paper. All pages should be numbered, and three copies should be submitted for review purposes.

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Basis For Judging Manuscripts: Manuscripts are judged on the following points: Factual accuracy, style and ease of reading, structure and logical flow, length, relevance to audience, and analysis of information. Favorable consideration generally will not be given to an article that has been published previously or that is being considered for publication by another magazine. Articles that are used to advertise a product or a service will be rejected.

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Volunteers Help Shoulder the Load

By
ROBERT J. LIDDELL



Volunteers have assisted law enforcement agencies for many years. Traditionally, however, departments limit volunteers mainly to clerical roles and other activities not requiring direct contact with the public. Some agencies use reserve officer programs to supplement their sworn services, and a few departments have expanded the use of volunteers into nontraditional areas. The Lakewood, Colorado, Police Department has developed three innovative programs that use volunteers in the areas of enforcement, investigation, and initial services.

Lakewood, a suburb of Denver, is a mixture of urban and suburban areas experiencing most of the law enforcement problems common to a large metropolitan area. Reported crimes continue to rise, gang violence plagues the city, resources are stagnant or have risen at a slower rate than the increase in demands for service, and State tax limitation legislation has restricted the city's ability to raise needed revenue. Faced with these problems, the Lakewood Police Department chose to use volunteers in the Victim Assistance, Gang Graffiti Enforcement and Eradication, and Civilian Surveillance programs.

Before the programs could be implemented, however, administrators had to lay the groundwork within the department.

GETTING STARTED

Expanding the use of citizen volunteers presented three significant challenges—selection, training, and supervision. The sensitive nature of the programs required that the department identify willing, interested, and suitable citizen volunteers. Once selected, volunteers had to learn how to perform their duties safely and correctly. Finally, a system of supervision and accountability had to be established within each

program to ensure that the volunteers performed effectively and within established guidelines.

Selection

Administrators designed a rigorous selection process to screen out unsuitable applicants and to ensure that volunteers could perform their duties effectively. Volunteers for these programs must be recommended by either a member of the department or by a graduate of the Citizen Police Academy.¹ They then undergo additional screening, including an interview conducted by the department's command staff.

When citizens volunteer for one of the programs, the department conducts a thorough background investigation, which includes a polygraph examination. Education, experience, and an oral interview also serve as selection criteria for the volunteer crisis counselors in the victim assistance program. The volunteers do not begin providing service until

they have completed additional program-specific training.

Training

Surveillance

Training for members of the Volunteer Surveillance Team covers such topics as the elements of crimes, observation perception, parking enforcement, note-taking, gang activity, drug trafficking, and radio use and procedures. They practice observing a location, documenting their observations, and reporting any criminal behavior to dispatchers. All members of the surveillance team must complete training at the Citizen Police Academy before they begin their assignments.

Gang Graffiti Enforcement and Eradication

Similarly, members of the Gang Graffiti Enforcement and Eradication Team learn how to recognize

and identify gang graffiti, as well as how to distinguish between gang and tagger graffiti. Tagger graffiti is not painted by gangs marking their territory. Rather, most taggers do it either as a form of so-called artistic expression or simply as an act of vandalism. Some taggers may spray paint their monikers to gain the attention of gang leaders in an effort to enhance their chances of becoming gang members.

The graffiti enforcement team focuses mainly on gang-related graffiti. To document these crimes, team members learn to use camera equipment and to write accurate reports. Volunteers must understand the elements of gang graffiti crimes and probable cause. These volunteers also serve on the surveillance team, so they receive training in surveillance techniques, as well.

Victim Assistance

Volunteer crisis counselors complete training in the areas of victimization and grief counseling. They also receive an extensive review of operating policies and procedures for the Lakewood Police Department. Following their classroom training, volunteers spend 2 to 6 weeks, depending on their prior experience, riding with a professional victim advocate employed by the city. At the end of the ride-along period, if they receive positive written evaluations from the victim advocate, the volunteers are ready for their assignments.

Supervision

All three programs have clear lines of command and supervision. Volunteers work closely with sworn



Lieutenant Liddell supervises the Patrol Division of the City of Lakewood, Colorado, Police Department.

“The volunteers augment the sworn police force and enable department administrators to expand services within the confines of a restricted budget.”

personnel and must follow strict guidelines for action. Volunteers who exceed their authority or otherwise neglect to follow the rules are dismissed from their respective programs.

Surveillance

The lieutenant in charge of the department's Personnel Services Section serves as the contact person for all citizen volunteers and oversees the Volunteer Surveillance Team. The lieutenant or commander of the Administrative Services Division must approve deployment of the team at the request of one of the operational section commanders. The requesting commander then handles all aspects of the team's deployment, including acquiring necessary equipment, briefing and debriefing the team, and completing after-action reports.

Gang Graffiti Enforcement and Eradication

The Gang Graffiti Enforcement and Eradication Team reports directly to the sergeant in charge of the Gang Unit. As reports of gang graffiti come into the department, the sergeant reviews them and assigns volunteers to photograph the graffiti. The sergeant ensures that the team follows up with a written report and notifies the property owners to clean up the graffiti.

Victim Assistance

Similarly, the coordinator for the Victim/Witness Program within the Crimes Against Persons Section supervises the Victim Assistance team. In fact, the department's Victim/Witness Program consists of only two full-time employees; all

other members are volunteers. The volunteer crisis counselors work only on weekends to respond to scenes of violence or other trauma and to handle death notifications. The commanding officer at any incident can request assistance from the crisis counselors, who then report to that commander for briefing on the situation.

“

The Volunteer Surveillance Team...focuses on preventing crime and helping to identify violators.

”

LAKEWOOD'S PROGRAMS IN ACTION

Volunteer Surveillance Team

The Volunteer Surveillance Team works on nonhazardous projects designed to solve specific problems in the community. It focuses on preventing crime and helping to identify violators.

A planned schedule of deployment, based on the needs of the department, determines when and where the surveillance team will operate. On the day of any planned detail, team members meet for a briefing on what to expect. At the conclusion of each detail, the operational section commander conducts a debriefing session.

The department deploys volunteers in two-person teams that work out of a vehicle equipped with a portable police radio. They observe locations where criminal behavior is likely to occur, document their observations, and immediately report any criminal behavior to the police dispatcher. If members become important witnesses to a crime and/or arrest, they are included in all police reports as such. Additionally, the volunteers ride along with officers in police vehicles. During ride-alongs, the volunteers serve only as additional lookouts.

Regulations prohibit Volunteer Surveillance Team members from engaging in confrontations, pursuits, or arrests of suspects. They must dress neatly and conservatively. Team members are told not to discuss operations with unauthorized persons and to maintain the strict confidentiality of information learned through surveillance operations.

Regulations also prohibit team members from carrying weapons, such as guns, knives, batons, saps, or tasers—or any other type of police equipment, including handcuffs—without specific prior approval. Chemical defense sprays may be carried only by volunteers who have completed training in the proper use of the agent. Any volunteer who has consumed alcoholic beverages within the previous 8 hours may not participate in surveillance activity.

Gang Graffiti Enforcement and Eradication Team

When the police department receives a complaint concerning gang graffiti, the supervisor of the Gang

Enforcement Unit reviews it to determine if it can be handled by the volunteers. If so, the volunteers go out to photograph the scene and complete an investigative report. To effect the eradication aspect of the program, volunteers then notify the property owners to clean up the graffiti.

If a particular pattern is noted or a suspect developed, the volunteers may be assigned to engage in surveillance activities to try to identify a suspect or to catch a suspect committing criminal activity. The volunteers do not have arrest powers, so they must notify sworn personnel when an arrest situation arises or when contact with a potential suspect is required.

Victim Assistance Program

The Victim Assistance Program provides a vital service to the department and the community.

Volunteer crisis intervention counselors respond to the scene of violent or otherwise traumatic incidents to help victims and their families cope with the aftermath. The volunteers can help calm the victims and thus free sworn officers to carry out their other duties.

These volunteers work in two-person teams, patrolling the city in unmarked police vehicles on weekend nights—periods of high criminal activity. Having such a mobile crisis intervention unit increases the availability of victim assistance services throughout the city and reduces the crisis counseling response time. The team members monitor the police radio and respond to calls that seem likely to require or to benefit from their assistance. Any police unit also may request the team's services.

The mobile unit is never the first unit from the police department to arrive at the scene of an incident.

Instead, the unit responds to the area and awaits notification that the situation has stabilized. The team then contacts the officer in command of the incident to advise that the crisis unit is in the area and available to assist.

Upon arrival at the scene, crisis volunteers first must contact sworn personnel for a briefing. The volunteers also must notify sworn personnel of any evidence observed or pertinent information obtained while at the scene. At the conclusion of the incident, the victim assistance volunteers prepare a written report of their activities at the scene.

EVALUATION

At the conclusion of each detail, the operational commander or the program supervisor conducts a thorough debriefing. This provides volunteers with an opportunity to receive feedback on their performance, to evaluate what occurred, to raise concerns, and to discuss ways to improve.

After-action reports also provide administrators with written documentation of the strengths and weaknesses of the volunteer programs. Prepared by the operations commander and forwarded to the lieutenant in charge of personnel services, these reports are compiled for review by the chief of police and his command staff. The department also conducts annual program evaluations. These regular evaluations help to determine whether the volunteer programs need to be modified, expanded, or even discontinued. Careful periodic review enables the volunteers to perform successfully and helps the programs to meet the



"Volunteer crisis counselors complete training in the areas of victimization and grief counseling."

needs of the department, the community, and the volunteers.

BENEFITS

The Lakewood Police Department's volunteer programs have demonstrated the advantages of the police working with citizens to solve community problems. The volunteers augment the sworn police force and enable department administrators to expand services within the confines of a restricted budget.

Volunteer Surveillance Team

The Volunteer Surveillance Team has helped make the community safer for all citizens. For example, a neighborhood house occupied by an elderly couple is believed by local teenagers to be haunted. In the past, the couple's home has been vandalized during the weeks preceding Halloween. In 1994, however, the Volunteer Surveillance Team kept watch over the home in October. The team spotted several groups of mischievous teens around the house, and police intervened before any damage was done. The Volunteer Surveillance Team's work prevented the home from being vandalized and sent a strong message to local teenagers that such behavior will not be tolerated in the community.

Gang Graffiti Enforcement and Eradication Team

The work of the Gang Graffiti Enforcement and Eradication Team has saved the department a substantial sum of money and addressed a problem that, due to scarce resources, would otherwise be relegated to the bottom of the work pile. For

example, in the 7 months from April through October 1994, volunteers spent 92 hours taking 392 reports, which saved the department nearly \$1,800 (based on the mid-range salary of a sworn officer).

“

The volunteers have provided officers with greater flexibility to meet enforcement duties and responsibilities.

”

Victim Assistance Program

On February 5, 1994, while on routine patrol, the Victim Assistance Mobile Unit responded to the location of a drive-by shooting. There, volunteers found paramedics loading a juvenile male into an ambulance. He had been shot twice. Officers asked the volunteers to notify the victim's parents and accompany them to the hospital.

The volunteer crisis counselors explained to the parents what had happened, assisted police officers with their interviews, and acted as a bridge between the parents and the detectives. The parents had prior contact with the department regarding their son's affiliation with gangs, and the relationship between the parents and the detectives was initially very hostile. The volunteers calmed the situation and established an environment that enabled medical personnel to perform their

duties and detectives to conduct a thorough investigation. In addition, as victim advocates, the volunteers aided the victim and his family in obtaining further counseling and other services to help them cope with the incident.

CONCLUSION

The joint efforts of the volunteers and the sworn officers have helped prevent crime in the city. The volunteers have provided officers with greater flexibility to meet enforcement duties and responsibilities. Officers can focus on tasks requiring their special skills and training, while the volunteers handle some of the more routine functions and service activities. Lakewood's experience shows that with dedication, creativity, and effort, volunteer programs can be designed to provide tremendous benefits to their communities.

The Lakewood Police Department is committed to expanding its volunteer programs, particularly in the area of victim assistance. Continued innovation and a willingness to experiment should bring additional successes in the future—a future filled with opportunities for citizen involvement in assuring a high quality of life in the community. ♦

Endnote

The 9-week Citizen Police Academy educates community members about various aspects of policing, such as basic law, patrol procedures, drugs, vice investigations, SWAT, K-9, officer survival, firearms, arrest control, and building searches. The academy helps create a deeper understanding of the department's mission and role in the community, and alumni often return to assist the department in one of the volunteer programs.

Book Review

Beyond The Rodney King Story: An Investigation of Police Conduct in Minority Communities, Criminal Justice Institute at Harvard Law School for the National Association for the Advancement of Colored People, Northeastern University Press, Boston, Massachusetts, 1994.

Policing in America is dangerous and difficult work and often a convenient scapegoat for social ills. Frequently, community and national leaders cite police brutality as a major contributing factor in civil unrest. The Rodney King incident, like smaller-scale disturbances in Watts, Newark, Washington, DC, Detroit, Miami, and other communities over the past four decades, clearly demonstrates the potentially explosive connection between race and police action. The aftermath of such incidents generally assumes a similar pattern. Special commissions prepare reports attempting to isolate options that communities and police departments might take to improve police-community relations.

Beyond the Rodney King Story takes a broader look at the race issue. The book reports the results of a nationwide initiative undertaken by the National Association for the Advancement of Colored People (NAACP) in response to the King incident. The NAACP held hearings in six cities—Norfolk, Miami, Los Angeles, Houston, St. Louis, and Indianapolis—that brought together community leaders and police officials in frank and open discussions of the issues surrounding race and policing.

The proceedings presented in this book provide excellent suggestions to help police administrators solve problems related to excessive force and lingering racism in their departments. Several hundred footnoted excerpts from the testimony of police executives and community leaders provide a strong basis for these recommendations. Many of the claims are supported further by quotations excerpted from earlier panels (including the Warren and Kerner commissions, the Miami and Houston hearings, and others), as well as several recognized leaders in policing.

Unfortunately, some of the testimony delivered at the NAACP hearings takes a defensive or accusatory posture on the part of witnesses who make unwarranted negative statements about the police. The authors offer sweeping statements about law enforcement without citing any authority or scientific study. Such unfounded claims—for example, “It is widely known that there is a high incidence of battering (of wives and girlfriends) by male police officers”—only serve to distract readers. However, the presentation does strike a sense of balance by recognizing “the noble and thankless job performed by police officers....” Likewise, the authors concede that society has come to “...increasingly, and mistakenly, look to the police to solve the complex problems of our times. These problems cannot be solved by policing alone.”

The book offers many suggestions for improving relations between minority groups and the police. The authors encourage more police departments to adopt community policing strategies. They also encourage departments to create new means of evaluating the performance of officers and to explore new options in recruiting minority personnel, while raising educational standards. The book also defines 10 common, but often-unspoken, police cultural beliefs that impede progress in police-community relations.

The authors provide functional answers to difficult questions relating to racism, police brutality, and the general lack of trust between some minority groups and police departments. *Beyond the Rodney King Story* is a highly relevant and wide-ranging presentation that should be read carefully by both police and community leaders.

Reviewed by
Timothy J. Johnson
Program Specialist
Community Relations Service
U.S. Department of Justice
Washington, DC

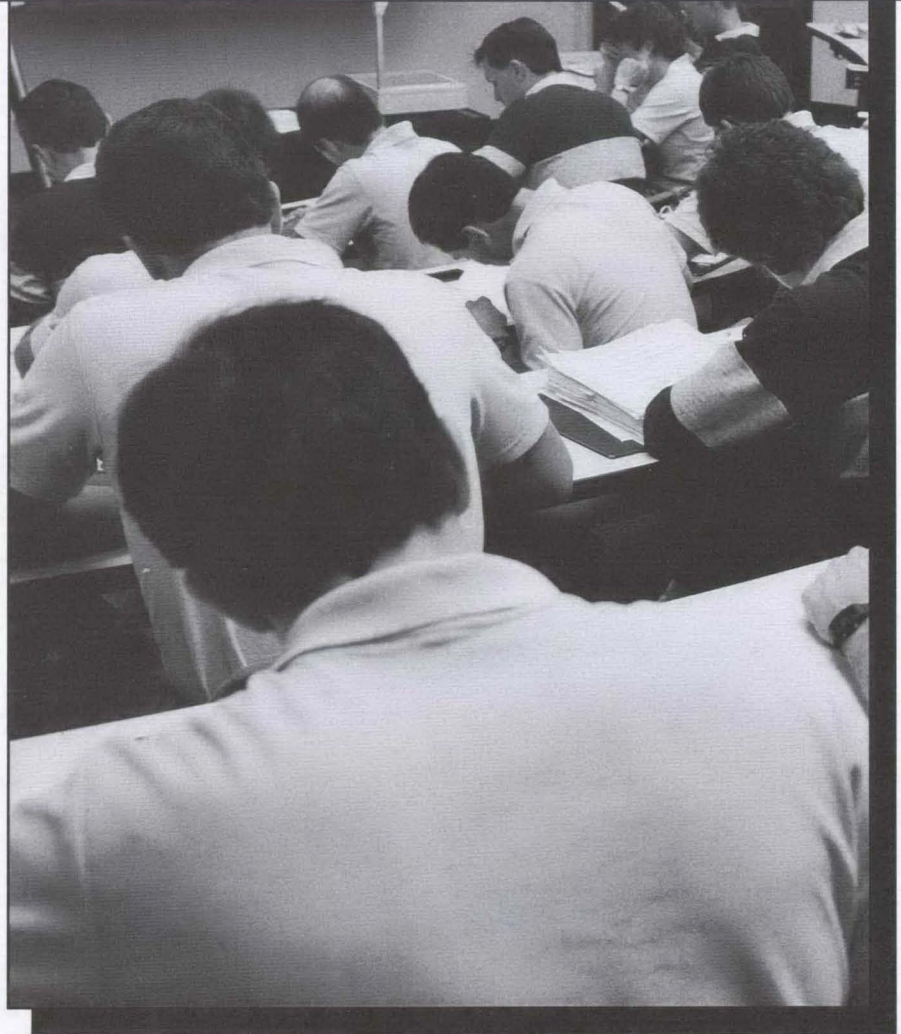
Establishing the Validity of Employment Standards

By JOHN GALES SAULS

A law enforcement manager learns that a Federal court has ruled that his department discriminated against minorities in hiring police officers. The court based its finding on the department's use of a written cognitive test on which the pass rate for minorities is significantly lower than the pass rate for nonminorities. The ruling astonishes the manager because he knows that an industrial psychologist under contract to the department created the test. This psychologist testified that the test is a valid selection instrument.

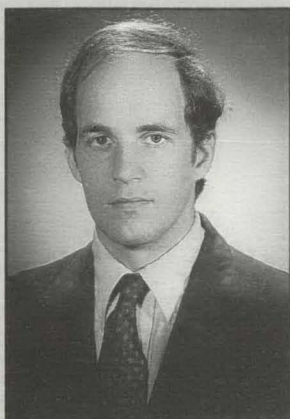
The psychologist's report indicates that a correlation of .09 exists between scores on the test and supervisors' ratings of officers serving on the force. The psychologist assured the court that this result is statistically significant and serves as evidence that the test is useful in predicting the future performance of officer candidates. Unfortunately, the court's review of the test to assess its validity as a selection instrument was more extensive than mere consideration of the opinion of the department's expert.

This article discusses the standards used by courts to evaluate the legality of employment tests,¹ which have a disparate impact on groups of persons based upon their race, color, national origin, religion, or sex. It begins with a brief discussion of the



legal concepts of "disparate impact" and "business necessity." It then examines in detail "validation," a scientific method that courts have adopted as a guide for assessing the business necessity of tests. The

article concludes with recommendations for managers required to navigate this complicated overlap of discrimination law, industrial/organizational psychology, and personnel practices.



Special Agent Sauls, formerly a legal instructor at the FBI Academy, currently serves in the Elizabethtown, Kentucky, Resident Agency, Louisville Division.

“Selection systems that can be scientifically shown to produce highly qualified candidates in a fair manner are most likely to withstand legal scrutiny.”

DISPARATE IMPACT AND BUSINESS NECESSITY

In 1971, a unanimous Supreme Court issued its opinion in the case of *Griggs v. Duke Power Co.*,² holding that an employer's use of a high school diploma requirement and two standardized written tests, each of which disqualified a higher percentage of blacks than whites, for purposes of hiring and assigning employees to laborer positions violated Title VII of the Civil Rights Act of 1964.³ Under *Griggs*, a person claiming that an employment standard has a disparate impact based on race, color, sex, national origin, or religion must demonstrate factually a disparity of legal consequence before the law will require an employer to demonstrate “business necessity.”⁴ A person who proves such a disparity establishes a “prima facie” case of discrimination.

In evaluating whether an employment standard has a disparate impact, a statistical assessment must be made of a particular

group's success rate in regard to the standard, as compared to the success rate of other groups. Where the standard creates no disparity, no demonstration of business necessity is required.

For example, in *Drake v. City of Fort Collins*,⁵ an unsuccessful police officer candidate challenged the legality of the department's requirement of 2 years of college credits, alleging that the standard had a disparate impact on blacks. Assessment of the department's statistics revealed that the standard eliminated only 12.5 percent of black candidates, compared to elimination of 16 percent of candidates who were not black. The court held that no assessment of the educational requirement's business necessity was needed in the absence of a showing of statistical disadvantage.

However, the detection of some statistical disparity requires a determination as to whether the disparity is legally significant. Because some degree of disparity is

probably inherent in almost any standard, the rule of four-fifths has become a “rule of thumb” for measuring the legal significance of detected disparities. This rule provides that when the success rate of a group is less than 80 percent of that of the most successful group, then the less successful group is disadvantaged to a legally significant extent.⁶

Announcing business necessity as the legal yardstick for assessing the legality of employment standards, the *Griggs* Court held that an employment practice was prohibited if it operated to exclude blacks and could not be shown to be related to job performance. The Court did not provide additional guidance regarding the meaning of the phrase “business necessity,” other than later stating that “any given requirement must have a manifest relationship to the employment in question.”⁷

In 1975, in *Albemarle Paper Co. v. Moody*,⁸ the U. S. Supreme Court stated, “Discriminatory tests are impermissible unless shown, by professionally accepted methods, to be ‘predictive of or significantly correlated with important elements of work behavior which comprise or are relevant to the job or jobs for which candidates are being evaluated.’”⁹ The Court quoted and relied on the *Uniform Guidelines on Employee Selection Procedures* adopted by the Equal Employment Opportunity Commission (EEOC).

In *Moody*, the employer hired an industrial psychologist to validate its use of a cognitive test in its promotional process. The expert's research indicated that candidates' test scores were predictive of performance if promoted.

Despite this testimony, the Court held that the employer's use of the tests constituted illegal discrimination. The failure of the employer's expert to comply with the EEOC's uniform guidelines was a basis used by the Court to discount the expert's opinion and the evidence that his study produced regarding the validity of the employer's use of tests. The *Moody* decision made the uniform guidelines an extremely important tool for evaluating validation studies.

In evaluating the legality of tests that have a disparate impact, courts speak of job-relatedness and business necessity. In discussing the scientific evaluation of tests, industrial/organizational psychologists, and the uniform guidelines, courts use the terms "validity" and "reliability." It is not surprising that confusion occasionally results.

A review of the case law makes it quite clear that an expert's opinion on the reliability and validity of a test does not necessarily equate to a judicial finding of business necessity.¹⁰ It also is true that the law does not require that every test creating a disparate impact be validated by professional means in order to meet the judicial test of business necessity.¹¹ Consequently, it is quite important that law enforcement managers, as consumers of the services of industrial/organizational psychologists, be aware of the scrutiny courts are likely to give the validation evidence supporting an employer's use of a test.

JOB ANALYSIS

The EEOC's uniform guidelines state that "[a]ny validity study

should be based upon a review of information about the job for which the selection procedure is to be used."¹² Common sense dictates that a person making a selection for a baseball team would benefit not only from a knowledge of the game of baseball but also from knowledge about the demands of the particular position for which a player is being selected.

In evaluating the legality of tests that have a disparate impact, courts speak of job-relatedness and business necessity.

A job analysis is the generally accepted starting point for an industrial/organizational psychologist seeking to develop a selection procedure. "Job analysis is a means for identifying the human behaviors necessary for adequate job performance. Based on the identification of such behaviors, theories about the kinds of people the job requires (usually in terms of KSAs—knowledge, skills or abilities) can be formulated and procedures (tests, exercises, interviews) for identifying such people can be developed. The procedures can then be submitted to a test of their effectiveness."¹³

The importance of a thorough job analysis for scientific, practical, and legal reasons cannot be overstated. The failure of the employer's

expert in the *Moody* case to perform a job analysis constituted a key factor in the judicial rejection of the expert's findings.¹⁴

Because the job of police officer is quite complex, a thorough job analysis is likely to be both lengthy and expensive.¹⁵ Nonetheless, it is quite valuable in developing a selection procedure for police officer candidates, because it frequently identifies important aspects of the job that might otherwise be overlooked. By analogy, the job of a baseball catcher, at first glance, seems simple. It is only with some study that the complexity of the catcher's job, such as the signs used to reach agreement with the pitcher regarding the pitch to throw, is revealed.

TYPES OF VALIDATION EVIDENCE

Once the knowledge, skills, and abilities necessary to perform the job successfully have been identified through job analysis, an industrial/organizational psychologist either will create or choose from available tests components that identify individuals who possess these qualities and quantify the extent to which the individuals possess the qualities. For a police officer, the job analysis might identify the ability to communicate effectively with others using the spoken word as critical to performing the job successfully. A role-playing exercise might be developed to evaluate a candidate's skill and ability in this area.

Once a selection test has been devised, it should be evaluated to determine its usefulness. The EEOC's uniform guidelines address

three strategies for such an evaluation—criterion-related validation, content validation, and construct validation.¹⁶

Criterion-related Validation

Criterion-related validity involves a statistical comparison of performance on the selection test with some measure of job performance. For example, an officer's score on the oral communication role-playing exercise might be compared to measures of on-the-job performance, such as the number of arrests the officer made each month or a structured evaluation of work performance by a supervisor.¹⁷

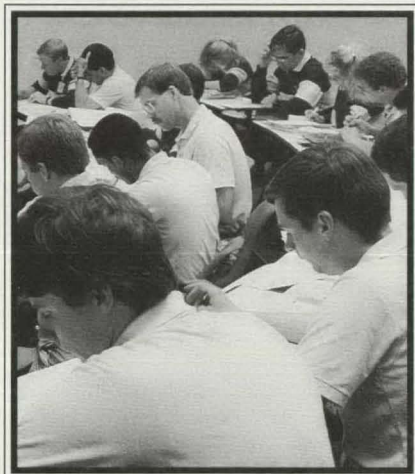
Generally, criterion-related validity studies are the preferred means of evaluating tests, but these studies present employers and their experts with certain difficult challenges. The first challenge involves the selection of a suitable criterion measure to quantify job performance.

To be suitable, the criterion chosen should reflect accurately job performance and distinguish individuals on the basis of that performance. Thus, in a law enforcement agency in which a vast majority of officers receive a "superior" rating on their annual performance evaluations, the annual rating would not be a suitable criterion because it fails to meaningfully distinguish performance among the department's officers.

This is a common failing as a criterion measure of most employers' supervisory performance appraisals. Too often, the vast majority of employees receive the same rating.

With some frequency, industrial/organizational psychologists performing criterion-related validity studies find it necessary to create criterion measures because no acceptable measures are in use. Although creating a criterion measure requires additional work and expense, it often is essential.¹⁸

A second challenge associated with criterion-related validity is that it involves statistical analysis, which produces results that are difficult for a layperson to interpret and requires the assessment of fairly large groups of people in order for the results to be used. Consequently, a police department with fewer than 100 employees working in the job to be studied is unlikely to benefit from a criterion-related study.



Finally, once the criterion-related validity results are in hand, an employer must determine how the results should be used. If, for example, a study indicates that an officer's scores on the oral communication exercise correlates with supervisory evaluations with a coefficient of .18, a determination needs to be made as how much

weight the employer should place on the exercise results. The employer should be aware that a number of courts have expressed reluctance to accept tests that demonstrate correlation coefficients below .30, because lower correlations indicate a test result has quite limited value in predicting performance.¹⁹

Content Validation

The EEOC's uniform guidelines explain content validity as follows: "Evidence of the validity of a test or other selection procedure by a content validity study should consist of data showing that the content of the selection procedure is representative of important aspects of performance on the job for which the candidates are to be evaluated."²⁰ Frequently, selection procedures supported by content validity involve a structured evaluation of a candidate's performance on an exercise that simulates a task or tasks performed on the job. An oral communication role-playing exercise for police officer selection, where the candidate is asked to interview a person playing the role of an assault victim and gather pertinent information quickly, despite the fact that the victim is quite upset, would be an example of a test with some content validity.

A challenge frequently encountered in the use of content validation is the need to evaluate a comprehensive sample of the skills required to perform the job in question. Choosing an officer exclusively based on an oral communication exercise probably would not guarantee selection of a truly competent officer because the position requires many other skills and abilities. Content valid procedures also frequently

require trained evaluators, which make them workpower intensive.

Construct Validation

The uniform guidelines state, "A construct validity study should consist of data showing that the procedure measures the degree to which candidates have identifiable characteristics which have been determined to be important in successful performance in the job for which the candidates are to be evaluated."²¹ With regard to selecting law enforcement officers, it might be determined that the ability to quickly comprehend a series of seven numerals and/or alpha characters is important to successful performance, such as comprehending a vehicle license plate at a glance. A test would then be developed for the selection process that determined within .01 of a second how long candidates took to read and remember a string of characters.

Unfortunately, the scientific research required to identify measurable constructs for most jobs makes this type of validation impracticable. One authority states, "The complexity of construct validation as well as its inherently time-consuming nature make it an infrequently used procedure in the selection context."²²

RECOMMENDATIONS

The law, and the science, of employment selection is complex, and most employers require expert assistance to succeed. It is to every employer's advantage to be an informed consumer when seeking such assistance. In the example at the beginning of this article, an informed employer should have been

suspicious of a selection process that had a correlation with successful performance of only .09, not only out of a concern about its legality but also its utility.

Because of the complexity of a police officer's job, it is advantageous to evaluate as wide a variety of needed skills and abilities in the

"...the rule of four-fifths has become a 'rule of thumb' for measuring the legal significance of detected disparities."

selection process as possible. Police managers should encourage their employment experts to be imaginative and resourceful in seeking appropriate selection instruments. Law enforcement employers would benefit by moving away from relying primarily on cognitive testing to the exclusion of assessment of other skills and abilities that are more difficult to assess and quantify.

Law enforcement managers also will benefit from the collection, analysis, and retention of validity evidence for the tests and procedures used in selecting and promoting police officers. In this regard, the choice of validity strategies necessarily should not be an either/or choice. As was noted previously in the example of the oral communication exercise that involved the simulated interview of an assault victim,

such an exercise must be supported by both criterion-related and content validity evidence. In addition, the exercise might be structured to measure additional critical skills and abilities, such as poise and attention to detail.

The validation process should not be looked upon as merely a legal obligation. It provides an opportunity to examine critically the selections procedures to enhance effectiveness. Selection systems that can be scientifically shown to produce highly qualified candidates in a fair manner are most likely to withstand legal scrutiny. Such systems also produce candidates most likely to effectively serve and protect the community. ♦

Endnotes

¹ This article, and the courts, use the term "test" in a very broad sense, meaning any form of collecting information on individuals when that information is used as a basis for making employment decisions. Benjamin Schneider and Neal Schmitt, *Staffing Organizations*, 2d ed. (Scott, Foresman and Company, 1986), 13. This text is an excellent resource for the layperson attempting to understand the concepts of industrial/organizational psychology discussed in this article.

² 401 U.S. 424 (1971).

³ 42 U.S.C., sec. 2000e-1 *et seq.* (1991).

⁴ The Civil Rights Act of 1991 amended Title VII, incorporating disparate impact liability into the statute, and placing the burden of proof regarding business necessity on the employer-defendant. 42 U.S.C. sec. 2000e-2(k)(1)(A)(i) (1991).

⁵ 927 F.2d 1156 (10th Cir. 1991).

⁶ EEOC, *Uniform Guidelines on Employee Selection Procedures*, 29 C.F.R. 1607.4(D) (1988).

⁷ 401 U.S. at 432.

⁸ 422 U.S. 405 (1975).

⁹ 422 U.S. at 431 (quoting 29 C.F.R. Section 1607.4(c)). See also, *Contreras v. City of Los Angeles*, 656 F.2d 1267, 1280 (9th Cir. 1981), *cert. denied*, 455 U.S. 1021 (1982).

¹⁰ See, e.g., *Bouman v. Block*, 940 F.2d 1211 (9th Cir. 1991).

¹¹ See 29, C.F.R. sec. 1607.6B(2), which states, "When a formal and scored selection procedure is used which has an adverse impact, the validation techniques contemplated by these guidelines usually should be followed if technically feasible. Where the user cannot or need not follow the validation techniques anticipated by these guidelines, the user should either modify the procedure to eliminate adverse impact or otherwise justify continued use of the procedure in accord with Federal law (emphasis added). See also, Sauls, "Proving Business Necessity: The Disparate Impact Challenge," *FBI Law Enforcement Bulletin*, April, 1995, pp. 26-32.

¹² 29, C.F.R. 1607.14(A).

¹³ Benjamin Schneider and Neal Schmitt, *Staffing Organizations*, 2d ed. (Scott, Foresman and Company, 1986), 24.

¹⁴ *Compare Albemarle Paper v. Moody*, 422 U.S. 405, 432 (1975), with *Curtin v. Office of Personnel Management*, 846 F.2d 1373, (Fed.Cir. 1988).

¹⁵ Benjamin Schneider and Neal Schmitt, *Staffing Organizations*, 2d ed. (Scott, Foresman and Company, 1986), 29-57.

¹⁶ See 29, C.F.R. sec. 1607.5B.

¹⁷ For a discussion of criterion-related validation, see *Ensley Brack of NAACP v. Seibels*, 616 F.2d 812 (5th Cir.), cert. denied, 449 U.S. 1061 (1980).

¹⁸ For an interesting discussion of criterion measures in a practical context, see *Hamer v. City of Atlanta*, 872 F.2d 1521 (11th Cir. 1989).

¹⁹ See *Bernard v. Gulf Oil Corp.*, 890 F.2d 735 (5th Cir. 1989); *Brunet v. City of Columbus*, 1 F.3d 390 (6th Cir. 1993).

²⁰ 29 C.F.R. 1607.5B.

²¹ 29 C.F.R. 1607.5B.

²² Benjamin Schneider and Neal Schmitt, *Staffing Organizations*, 2d ed. (Scott, Foresman and Company, 1986), 249.

Law enforcement officers of other than Federal jurisdiction who are interested in this article should consult their legal advisor. Some police procedures ruled permissible under Federal constitutional law are of questionable legality under State law or are not permitted at all.

Wanted: Photographs



The Law Enforcement 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:

John Ott, Art Director, *FBI Law Enforcement Bulletin*,
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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. *Law Enforcement* also wants to recognize their exemplary service to the law enforcement profession.



Trooper Bishop

While on vacation in Tennessee, Trooper Fredrick C. Bishop of the Michigan State Police was boating with his wife on a lake. As severe weather conditions set in, he observed a 15-foot boat capsize, dumping its four occupants into the water. The victims, a husband and wife and their 14-year-old and 3-year-old sons, were in great danger due to high waves caused by strong winds. Trooper Bishop and his wife immediately turned their boat into the wind and waves to pick up the victims. During the rescue, they had to steady their own craft, which nearly sank because of the severe conditions and the extra weight of the four victims. Trooper Bishop then administered CPR to the 3-year-old boy until further medical assistance could be obtained. The decisive actions of Trooper Bishop and his wife saved four family members from what could have been a great tragedy.



Agent Enriquez



Agent Sanchez

U.S. Border Patrol Agents Javier Enriquez and Juan Sanchez, assigned to the San Clemente, California, Border Patrol checkpoint, saved the life of an undocumented alien who had become trapped underneath a passenger train. Checkpoint personnel had been informed by a caller that several suspected aliens were riding on the side of the train, which was en route from San Diego to Los Angeles. Border Patrol Agents Enriquez and Sanchez responded to a railroad siding near the train station. When the train arrived, several suspects fled. The agents heard someone calling for help and located a man hanging upside down between two railroad cars, his foot caught in a handrail. Realizing that the train was preparing to depart and unable to contact the engineer, Agents Enriquez and Sanchez worked between the cars to free the man. They pulled his foot free just seconds before the train departed.

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Patch Call



The patch of the College of Eastern Utah Police Department features a border representing the local sandstone mountains and valleys. Inside the border is a figure, referred to locally as the "Moki Man," which can be found throughout the area in ancient Fremont and Anasazi petroglyphs.



The Virginia Beach, Virginia, Police Department patch features symbols from the city's seal. The cross represents the spot at Cape Henry where English settlers first set foot on American soil in 1607. The lighthouse signifies the first building built with funds appropriated by the First Congress of the United States. The sun and ocean symbolize the city's image as a vacation resort.